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ABSTRACT

This report is a descriptive evaluation of the five pilot sites of Project TREND (Targeting Resources on the Educational Needs of the Disadvantaged). The five Local Education Agency (IEA) pilot sites are the educational systems of: (1) Akron, Ohio; (2) El Paso, Texas; (3) Newark, New Jersey; (4) Portland, Oregon; and, (5) San Jose (Unified), California. The study also included the assessment of Project TREND activities of the Office of Education as well as the State Education Agencies (SEA) associated with the participatory sites above. The Commissioner of Education has provided support and Title III, 1965 Elementary Secondary Education Act, provided the funds for all five TREND first-round sites. TREND is an attempt to simplify and establish a rational framework for subsidizing special educational programs for disadvantaged students. TREND is fundamentally a management process which evolved from five years of experience of local school systems. The TREND process consists of planning for and implementing several tasks, which provide a substantial, rational basis for the development of a comprehensive child development strategy. TREND calls for the design and implementation of a child-centered needs assessment, which is to become accomplished by a survey of the needs of the target population. The analysis of the needs assessment serves as the basis for setting priorities, goals, and objectives. (Author/JM)

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EVALUATION OF

PROJECT TREND

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TABLE OF CONTENTS

		Page
I.	Introduction	1
	A. Nature of this Evaluative Report	1
	B. Changes from Proposed Nature of the Evaluation	1
	C. Descriptive Nature of the Evaluative Report	3
II.	Overview	4
III.	Methodology	8
	A. Phase I -- Background Conferences and Desk Study	8
	B. Phase II -- Field Study and Analysis	9
	C. Phase III -- Re-Orientation of Study	10
	D. Phase IV -- Second-Round of Field Visits	11
	E. Phase V -- Final Analysis	11
	F. Phase VI -- Design and Reproduction of Draft and Final Reports	12
IV.	A Brief History of Project TREND	13
V.	Objectives of Project TREND	16
VI.	Individual Site Reports	20
	A. Akron Public School System	20
	1. Reasons for and Method of Selection	20
	2. Organizational Structure of TREND	20
	3. Funding (Planning Phase)	21
	4. Objectives	22

TABLE OF CONTENTS

Page

VI. Individual Site Reports (cont.)

A. Akron Public School System

5. Linkages 25
(a) Within LEA 25
(b) With OE, Washington 25
(c) With Regional HEW 25
(d) With Ohio State Department of Education 26
(e) With Disadvantaged Community of Akron 26
(f) With Other TREND Sites 27

6. Community Planning Task Force . . . 27
(a) Organizational Structure . . . 27
(b) Funding 28
(c) Groups Represented 29
(d) Model Cities 29
(e) Role of CPTF 30
(f) Orientation and Training . . . 30
(g) Effectiveness of CPTF 30

7. Diagnostic Inventory 31
8. Needs Assessment 31
(a) Setting of LEA Goals and Objectives for Survey 31
(b) Survey of Disadvantaged Students, Teachers, and Parents. . 31
(c) Analysis of Data, Presentation of Findings, and a Possible Report on the Needs of Students 32
(d) Identification of Current LEA Projects for Disadvantaged Students 32
(e) Critique of Current Use of Resources for Disadvantaged Students 32
(f) Setting of Priorities, Goals and Objectives 32
(g) Identification of Other Possible Resources 33

9. Consolidated Grant Application and Joint Funding 33

TABLE OF CONTENTS

Page

VI. Individual Site Reports (cont.)

A. Akron Public School System

10. Other Funds Flowing from TREND . . . 34
11. Evaluation of TREND by the LEA . . . 34
12. Key Findings -- Akron 35

B. El Paso Independent School District* . . 38

C. Newark Board of Education* 55

D. Portland, Oregon, Public Schools* . . . 64

E. San Jose Unified School District* . . . 81

VII. General Findings, Observations and Conclusions 95

VIII. Lessons to be Learned from Project TREND Applicable to a Renewal Strategy 104

APPENDIX (Tables 1-4)

*The format of these TREND site reports basically follows the format of the Akron site report.

I. Introduction

A. Nature of this Evaluative Report

This report is a descriptive evaluation of the five pilot sites of Project TREND (Targeting Resources on the Educational Needs of the Disadvanteged) conducted by Unco, Inc., Washington, D.C., for the Department of Health, Education and Welfare, U.S. Office of Education, under contract OEC 0-71-3710.

The five Local Education Agency (LEA) pilot sites are the educational systems of: (1) Akron, Ohio; (2) El Paso, Texas; (3) Newark, New Jersey; (4) Portland, Oregon; and (5) San Jose (Unified), California. The study also included the assessment of Project TREND activities of the U.S. Office of Education as well as the State Education Agencies (SEA) associated with the participatory sites above.

The period of field evaluation efforts covered under this study runs from the roots of the Project in late 1970, through November-December, 1971.

B. Changes from Proposed Nature of the Evaluation

Originally, it was proposed and planned that Unco would conduct contextual, input, process, and product evaluations of Project TREND, including comparisons across the five pilot LEA sites, using tight systems analysis procedures applicable to the data gathering and analysis methodologies appropriate to this study. Meeting these proposed methodological objectives has been proven to be impossible, as recognized by the Office of Education at the onset of the project activity, for the following reasons:

1. Project TREND was designed by the Office of Education specifically to allow maximum flexibility of project design and implementation strategies at each funded LEA site. Not only were OE objectives and guidelines very loosely structured at the onset, but they were constantly subject to on-going interpretation within changing contextual frameworks emerging from both OE and LEA levels.

2. At most of the five Project TREND pilot sites, few items of precise, quantifiable data existed with regard to the input characteristics inherent in the development of local project activities. Thus, evaluative data collection and analysis activities were of necessity restricted mainly to in-depth interviews with persons involved in the implementation activities. In general, the methodology utilized in this study consisted of some records search and documentary review, where available; but principally, observation and interviews of personnel directly and indirectly involved at each pilot site.

3. In order to have conducted a valid process evaluation, the evaluators should have been on site when the projects began and on a number of occasions during the process of project implementation, not merely on a couple of occasions several months subsequent to implementation. For objectives, implementation, and interaction processes to be properly monitored and evaluated would have required a significantly higher level of evaluative commitment than was contractually allocated or available. As the specifications of the contract effort allowed only for a couple of field visits to each participant site, it was necessary to rely heavily on the retrospective and recall abilities of those individuals interviewed. This strategy was supplemented by the evaluators' attendance at several major policy and strategy conferences at the federal and local levels where interactive processes could be directly observed and by the context of the conferences correlated with historical and projected TREND activities.

4. TREND has had few products to analyze. This is partly because TREND is really a management process used in an educational environment, not an education project, per se, and partly because in most cases, TREND site activities had not reached a product stage at the time of field visits. Products and project time frames were delayed from the start because funds were late in becoming available to LEAs. In addition, the processes for accomplishing the various tasks have taken LEAs longer than was anticipated.

C. Descriptive Nature of the Evaluative Report

A great deal of the information in this report is descriptive rather than evaluative in nature. This has proven necessary because:

1. The majority of the questions posed in the work statement call for a descriptive response in order to familiarize the reader with the nature of the projects.

2. There is no firm set of measures available by which to judge performance of the TREND projects, owing to:

   (a) TREND is intended to be flexible and to take the shape that the local education agency (LEA) and local community give it, rather than one determined by the U.S. Office of Education. TREND is really a form of revenue-sharing, with bloc grants and local strategies and planning.

   (b) All of the projects were faced with unforeseen problems, many of which lay beyond the power of the LEA to control, e.g., funding from USOE was delayed in all cases, causing slippage in the timetables.

   (c) The concepts and designs of TREND shifted as time progressed, both at USOE and at the LEAs, as might be expected in pilot projects. The recognition of such changes led to the Office of Education's request that the present evaluation of Project TREND put still more emphasis on description rather than evaluation.

II. Overview

This section discusses the rationale of Project TREND and the context of current judicial and legislative decisions impacting on local education agencies into which TREND fits. It is not the purpose of this section to describe the history of TREND. This is described briefly in Section IV, below.

The title "TREND" is an acronym standing for "Targeting Resources for the Education Needs of the Disadvantaged." TREND is an attempt to simplify and establish a rational framework for subsidizing special educational programs for disadvantaged students. TREND is fundamentally a management process which evolved from five years of experience of local school systems (hereafter, Local Education Agency, or "LEA").

Before 1965, the Federal Government made very little contribution to the education of students disadvantaged in socio-economic or educational terms. In that year, the Federal Government launched a large-scale effort to meet the special needs of those disadvantaged students. It had not been possible to meet these special needs through conventionally funded programs. Today about ninety-three percent of the money used in operating local educational programs for elementary and secondary students comes from local and state revenues. The Elementary and Secondary Education Act of 1965 (ESEA of 1965) led to the focus of money on new ways of meeting educational deficiencies. Title I of that Act (hereafter, "Title I") set up a formula for participation by students and has been the chief means through which the Federal Government has tried to assist LEAs in improving the education of their "disadvantaged" students. Title I (or the Compensatory Education Program) has grown annually and now assists most LEAs throughout the country with its $1.4 billion. It includes a broad range of possible projects, including health and nutrition needs in addition to special teaching arrangements, intensive (English) language development and a wide array of other supplementary projects. It supplements the regular education program of an LEA. Other federal programs include Title III of the ESEA of 1975 (hereafter, "Title III") which provides funds ($146 million in fiscal year 1972) for supplementary educational centers and service; Titles VII and VIII of the ESEA of 1965 (added in 1967); Bilingual Education and Dropout Prevention, a special section of Title I aimed at migrant students; and a wide-range of other programs.

Many of the programs overlap in various ways. The same students may be the target group for several special funds. The range of permissible projects allows the funding for similar projects under different programs. Overlapping projects may result, with wasteful redundancy. Several of the programs (e.g., Head Start, Title I, Title VII, etc.) require the formation of parent advisory committees. Guidelines for the different programs are often mutually inconsistent in their requirements for grant applications, project content, and project reporting. Sometimes, projects are shaped to meet the guidelines of those programs which have money available. Some programs require that the LEA apply to the State Education Agency (hereafter, the "SEA") for federal funds, while other programs require that the LEA apply directly to the U.S. Office of Education (hereafter, "OE") for federal funds. (The latter are called "discretionary funds.") There are also separate state programs using state funds to meet special educational needs.

To gain the maximum funding benefit for their students, the LEA must work its way through a bewildering maze of sources and requirements. There has been no unifying thread to the sources of aid except as the LEA has planned one, using general operating funds and its own expertise.

The LEAs and SEAs have made program officials in OE aware of the frustration caused by this maze. In May of 1970, therefore, a group of OE officials agreed to create a program or management process (TREND) which -- it was hoped -- would result in a far greater impact on the needs of the disadvantaged students.

The TREND process consists of planning for and implementing several tasks, which provide a substantial, rational basis for the development of a comprehensive child development strategy. TREND calls for the design and implementation of a child-centered needs assessment, which is to be accomplished by a survey of the needs of the target population. TREND suggests that the survey samples include not only the students but also the parents and teachers in order to have another perspective on the perceptions and expectations of the students and their teachers. The survey should cover cognitive, social, behavioral, and personal development and environmental reinforcement of the students. The analysis of the needs assessment serves as the basis for setting priorities, goals, and objectives. New projects are designed to meet needs presently unmet by other projects (and unlikely to be met by them). To learn which needs are unmet, an examination of the effectiveness of current

projects should be made. Once the unmet needs have been identified, available resources are sought. One consolidated grant application is written and, hopefully, funds are provided for the proposed projects. When the funds are provided by multiple sources for a single project, they are expected to be provided jointly so that the project may be operated in a unified fashion.

Products that result from TREND include the needs assessment and its analysis, a Diagnostic Inventory or management review, and the colsolidated grant application. The Diagnostic Inventory was designed to help OE in selection of sites, to provide management training for the TREND staff, and to serve as a guide to local TREND staffs in working with the LEA management team.

TREND is very much a creature of our times: it is designed to allow a great deal of flexibility to the LEA in the design of the project and in planning to improve local education -- a form of revenue-sharing. It calls for significant community input (and, where Model Cities Programs exist, OE required that they signoff on the project and be involved in its activities). This requirement comes at a time when nearly all government programs are making provision for input from the "consumers of the products" who, in this case, are the target population: parents, students, and their representatives in community agencies.

TREND also is subject to the sweeping changes affecting some LEAs, which may impact all school districts shortly: lawsuits demanding further student desegregation have been filed recently in one of the five TREND LEAs (San Jose), temporarily halting plans for building new schools and plans for decentralization; in three of the other four LEAs, institution of such lawsuits is being discussed. Major changes in LEA boundaries have resulted from desegregation lawsuits in a few recent cases.

A second set of recent, major cases involves the local financial basis of LEA operations: in several states, the traditional method of assessing local property taxes as the core of LEA support has been ruled unconstitutional. These rulings have come at a time when many LEAs are being met with repeated rejection of local bond issues which the LEA administrators have requested to build or rebuild schools. One of the first five TREND sites (Portland) has had three bond issues rejected by the voters in recent years. To remedy LEA financing problems, other means of supporting the LEAs are now being considered by state legislatures and by the Federal Government. Some change is certain to result, since in one state the decision overturning the present funding system is not being appealed.

There are other undercurrents affecting the operation of schools today: one court has ruled that the "equal protection" requirement of the Fourteenth Amendment implies that expenditures in the form of teachers' salaries must be equalized among schools. The tax bases and educational levels of students in the "inner city" -- the core areas of large cities -- is dropping, with particular impact on such cities as Newark. Programs aimed at meeting those problems are proliferating.

TREND is an attempt to consolidate these program efforts and to plan and operate them together on a rational basis. But TREND is a planning system arising at a time of unexpected developments calling for the restructuring of school systems. Successful planning is made more difficult when the framework within which the system operates changes.

Further, though TREND provides a logical set of steps for an LEA to take in order to comprehensively plan to meet educational needs of disadvantaged students, TREND was provided with few of the assets needed to carry out its functions in the arena of competition that exists among OE programs. TREND had no legislative basis and had to beg and borrow funds from discretionary money available for other programs in order to support a staff and the sites. The U.S. Commissioner of Education has provided support and Title III provided the funds for all five TREND first-round sites. But other OE programs have fallen short in providing funding to TREND sites equal to the promised amounts. The newly emerging educational renewal strategy, described in Section IV, will be borrowing some concepts from TREND and appears to have a solid basis of funding with which to operate from the start.

III. Methodology

A. Phase I -- Background Conferences and Desk Study

1. Background Conferences

During the months of July, August, and September, 1971, the evaluators devoted a substantial proportion of their time to background conferences. A number of meetings were held with the OE Washington TREND staff. These meetings served several functions. The TREND staff familiarized the evaluators with the general framework, objectives, processes and history of TREND. The staff related the background and brief history of each of the five TREND sites covered in this evaluation. The staff also provided the evaluators with general program written materials, which had also been supplied to the TREND site staffs. They suggested persons whom the evaluators might profitably interview.

Among those other persons who were interviewed were those in OE programs in Washington who had been involved in TREND, including Title I staff, who assisted in clarifying the guidelines for the Community Planning Task Force (CPTF) at sites. Model Cities personnel described TREND from their perspective.

Several initial interviews were conducted with Regional HEW staff members given the responsibility for TREND. They provided other perspectives on TREND site activities. They also helped coordinate the timing of the prospective site visits by the evaluators. All but one of these interviews were conducted by telephone. The OE TREND Director also sent letters and evaluation contract abstracts to the site Directors, with copies to the Regional Offices, informing them of the forthcoming visits by the evaluators.

2. Desk Study

During these same summer months of 1971, the evaluators also focused their attention on the background documents and information used by TREND sites. Three background documents were universally used. One was a needs assessment paper which described

what a needs assessment is, its usefulness as the core of the TREND process, how to plan and implement it, and what steps should follow it as a part of planning a comprehensive child development strategy (e.g., determining prioities, goals, and objectives).

A second document focused on the Community Planning Task Force. The paper described in detail different possible roles the CPTF might play in TREND, suggested proportional representation (parents, teachers, principals, community agencies, etc.), and provided detailed guidelines that might help the TREND projects in setting up CPTFs.

A third background source was a compendium of eleven documents, some of which covered the same subject, but which were intended for different audiences and which, therefore, varied in depth. The most beneficial item was the Project Director's handbook. This included a brief explanation of what TREND is and why it was set up and outlined the various steps which might logically be part of the TREND process. Other sections of the compendium provided forms and outlines which might be used in performing the TREND tasks.

The documents studied also included material completed and sent to OE by the five sites. The key documents included planning-grant applications (and budgets), Diagnostic Inventories, and needs assessment reports. All sites had submitted applications, but only a couple of sites had submitted the other documents. The materials were helpful in sketching in the original planning of the sites. Interviews with the Washington and Regional TREND staffs brought those plans more in line with current site activities, which included many revisions, particularly in time-lines.

B. Phase II -- Field Study and Analysis

The second phase consisted of initial field study, data gathering, and analysis. This occured during September and October, 1971. During this time, visits were made to each of the five sites, except Akron; this was the first of two visits. Akron was visited only once but had roughly the same number of total Unco man days as other sites devoted to coverage of its activities.

The purpose of these first-round visits was to provide a fuller description of the individual TREND processes, to begin data gathering, and to identify persons and areas which the evaluators should interview or examine in greater depth in later visits. Most of the data consisted of oral interviews. Extensive documentation of the interviews was made to allow for subsequent analyses and, hopefully, to allow for the preparation of matrices to permit systematic analysis.

Included in this phase were the preparation for site visits, including setting up interviews in the field based on the limited background information already obtained, and the preliminary analysis of the data gathered during the visits. Through this time (September and early October, 1971), both data gathering and data analysis had been set in a framework which would satisfy Unco's contractual obligations to OE. Required tasks for the evaluators included the evaluations of the five TREND pilot sites, the drafting of a suggested methodology and system for measuring whether the long-term objectives of TREND have been met, the construction and field test of a short-term assessment interview guide, the identification of resources available to the five LEAs to meet identified needs and an analysis of how funds are presently categorized by the LEAs.

C. Phase III -- Re-Orientation of Study

The TREND rationale is to have needed funds from various OE Bureaus concentrated into a channel, TREND, to meet needs for disadvantaged students in the LEAs. In order to gain a more complete picture of where TREND fits into the overall OE framework, the evaluators, with the authorization of the OE Project Monitor, met with key OE personnel under whom TREND was functioning. It was learned that TREND will not expand, but that some of the key TREND concepts will be used as the core in a newly emerging educational renewal strategy in OE: The National Center for Improvement of Education Systems (NCIES). Suggestions were made that Unco, Inc. might re-direct the focus of its development of future short- and long-term assessment instruments, methodology, and systems from TREND to the renewal center systems, to include, for example, the role and delivery capabilities of SEA planning and evaluation units. Some discussion and initial planning were given this proposed re-direction of this study. Little, however, was known, other than conceptually, about the shape of the new centers or about the amount of money available.

And the strategy had not been officially announced yet, which limited Unco's latitude in questioning outside sources, especially at LEAs and SEAs.

Further discussions with the OE Project Monitor resulted in agreement to eliminate from the contract those tasks related to TREND as an expanding entity, i.e., concerned with developing materials and systems for future assessment. Because of the lack of available data at LEAs, the parties also agreed to omit the examination of the LEAs' present and prospective use of resources. Instead, a contractual provision was added to have Unco report on the lessons to be learned from TREND for a renewal strategy.

The conferences and planning for these proposed changes in the direction of the evaluation occupied a not insubstantial amount of time for the evaluators during the months of October, November, and December, 1971. They also rendered some of the earlier field work superfluous because of the shift in contractual duties.

D. Phase IV -- Second-Round of Field Visits

The shifts in the evaluators' obligation required changes in the planning for the second-round of field visits (and for the first and only round to Akron). The kind of information now required was different and, furthermore, the sources of information had shifted.

The second-round visits focused on the evaluation of the individuals in the whole process. A wider range of persons was interviewed this time. Between the two visits to sites, interviews were conducted with a number of persons in the LEA, in Model Cities, in other community organizations with teachers, principals, parents, students, persons on the staff of SEAs, and members of the Boards of Education. Extensive written data were gathered, including -- where available -- reports from Model Cities and Community Action Agencies in addition to selected data from the files of the TREND projects on-site.

These visits occurred at all five sites. The same basic procedure was used in the single visit to Akron. The evaluators visited the sites during the months of October, November, and December, 1971.

E. Phase V -- Final Analysis

An extensive amount of time was spent establishing procedures

to facilitate systematic analysis of the data gathered. Matrices were developed as aids to analyzing the oral interviews conducted in the field. Because of the quite distinct approaches taken at the various TREND sites and the extreme variation in the progress made in the TREND processes, the matrices were found to be of limited utility. However, a common framework for analyzing and reporting the evaluation of the sites was created. These activities occured during the months of December, 1971, and January, 1972.

F. Phase VI -- Design and Reproduction of Draft and Final Reports

Beginning in December of 1971 and continuing into February of 1972, a draft of this final report was designed and completed. The draft was discussed with the OE Project Monitor in January, 1972, and suggested additions were made. It was agreed that the report would include detailed, comprehensive reports on each of the five TREND sites, because of the function of the report for TREND sites and SEAs as well as for OE -- as the annual evaluation report on TREND efforts.

IV. A Brief History of Project TREND

This historical sketch touches only on highlights in the development of Project TREND. Events are not always described in chronological order; rather, they are grouped by subject matter.

TREND was developed from discussions among national OE program officials, culminating in meetings at Airlie House in May, 1970. OE officials recognized the difficulties that local school system officials have had drawing together federal (and other) funds received from different programs aimed at disadvantaged students. These difficulties were enumerated in Section II. They impeded the most effective and efficient use of the encumbered funds.

Project TREND was set up in mid-1970 to correct this situation. Project TREND had no legislative support for its content, structure, budget, or staff. A critical factor in an overall examination of Project TREND is the uncertainty caused by this lack of legislative support and the consequent, never ending struggle TREND had to wage to gain funds from other agencies or bureaus, in order to have a staff, to provide funds for pilot sites, and in order for it to be able to provide on-site developmental assistance. Searching for funds also diverted staff time from other duties. TREND has always had to compete with other OE programs for funds and it has always been shortchanged. From the time it was first set up in the summer of 1970 until almost the end of 1970, the professional staff included only the Program Director and one member of an outside consulting firm, who acted as a staff member and provided extensive developmental assistance, both in Washington and in the field. A Title I representative has provided assistance in resolving early problems in LEA relations with disadvantaged communities (including Model Cities programs). Other program people have assisted from time to time and Regional and SEA staffs have helped the LEAs. Two additional persons were provided to TREND, on detail from other programs, in the winter of 1970, but staff available for site visits was not added until May of 1971, when three more professionals were added. The staff has included high-level, experienced persons and has performed well, but the staff has not been adequately manned.

The small TREND staff was assigned a great many functions, but was provided few assets to use in implementing project

objectives. The TREND staff had to convince SEA and LEA officials of the merit of TREND in order to gain their participation. The TREND staff helped select the sites. They had to design a structure and substance for TREND. They had to persuade OE programs which had discretionary money available to provide funding for the OE TREND operations, for the TREND site planning phase at the sites in 1970-71 (later extended to 1972), and, in the case of Akron, for the operations phase of TREND. (Title III emerged as the funding source for all five sites.) And, of course, the staff had to provide assistance to the TREND sites in implementing their plans and in overcoming the many difficulties they have encountered. Particularly in a pilot program such as TREND, extensive developmental assistance is needed. The small TREND staff has flown around the country to the widely scattered sites as often as time, other TREND duties, and the limited travel money available allowed, but not as timely or as often as the LEA TREND staff would have liked.

The TREND staff was able to get funds to hold a TREND conference in June, 1971. Representatives attending the two-day session, held in Chicago, included most staff members from each of the five first-round TREND sites and from the six LEAs selected as the second group of sites. Other representatives came from Regional HEW offices, from other OE programs -- such as Titles I and III and the Office of Program Planning and Evaluation -- from some SEAs, and from some Model Cities Programs. The conference enabled participants to share experiences, plans, problems, and approaches with each other as a means to improving the projects. The staffs did find the conference of benefit and probably would have gained from added conferences. Some SEAs regretted having no funds to attend out-of-state conferences; had they been able to attend the TREND conference, they would have had a clearer picture of TREND and probably would have been able to assist the site in their state in a better fashion.

OE TREND had hoped to have more exchanges of ideas through such devices as a monthly newsletter. But further exchanges were limited to a few individual TREND staff visits to other TREND sites, plus the occasional exchange of materials among individual sites, on the initiative of the sites (with OE encouragement).

This history does not trace the processes of the five first-round TREND sites. But it might be noted that

initial LEA, OE and SEA approval for the five sites was provided in October and November, 1970. Operations began late in all five sites: in winter, 1971, in Akron; in late March, 1971, in Portland; in April, 1971, in El Paso; in June, 1971 -- on a limited basis -- in Newark; and in July, 1971, in San Jose. Akron has completed all tasks up through the consolidated grant application. For good and varied reasons, the other four sites had not reached that step yet when the evaluators last vistied them (November, 1971, in the cases of San Jose and Portland and December, 1971, in the cases of El Paso and Newark).

TREND is now situated under the Acting Deputy Commissioner for Development. As a program, TREND will not be expanded in the future. However, OE and the Acting Deputy Commissioner for Development have adopted several TREND concepts which will be incorporated into a new, large-scale renewal strategy to be implemented in many LEAs throughout the country. In order that LEAs might develop better, more comprehensive planning for disadvantaged children, OE is setting up the National Center for the Improvement of Educational Systems (hereafter, "NCIES"). The shape has not been fully defined yet, but NCIES is expected to include the TREND concepts of conducting a child-centered local needs assessment of disadvantaged students, consolidating some project applications and possibly jointly funding some projects trying new program approaches, and having the target community provide input into the process. Substantial and definite sources of funding are expected to be allocated to the NCIES program before operations of new projects begin.

Despite the limitation on the number of TREND sites functioning, the creation of NCIES -- with its adoption of some TREND concepts -- means that TREND can be seen as a success.

V. Objectives of Project TREND

TREND program objectives are based on several sources: (1) eleven documents grouped together, most notably the "Project Director's Handbook"; (2) the TREND paper entitled, Needs Assessment, by Vello A. Kuuskraa; (3) the TREND paper entitled, The Community Planning Task Force, by Vello A. Kuuskraa and Sylvester L. Williams; (4) interviews with members of the OE TREND staff; and (5) interviews with persons in the field.

The objectives listed here are grouped not by source but by type of objective (i.e., short-, medium-, or long-range). Some objectives may fall into two of these groups, but are listed only once, since the identity of the objectives is the most important aspect, while the length of time for achievement is less important. The short-range objectives are grouped in the usual order in which a TREND site would be expected to approach them.

The objectives are:

Short-range:

1. Develop implementation and technical support plans for the projects.

2. Conduct the Diagnostic Inventory (management review).

3. Establish a Community Planning Task Force (CPTF).

4. Conduct orientation and training of the CPTF.

5. Design and carry out a needs assessment survey of disadvantaged children. This could be broken down into sub-tasks as follows: (a) setting system goals and objectives for the survey instrument; (b) plan the survey (select groups and numbers of persons for the samples to be surveyed); (c) conduct the survey; (d) analyze the data; and (e) [optional] write a report of the results. There are other ways of conducting the survey and sub-tasks, but this is the one OE suggested.

6. Identify resources and projects currently used by the LEA for disadvantaged students.

7. Conduct a critique of the current use of resources. (Although OE did not advance this as a major task, it is nevertheless crucial if a truly comprehensive

child development strategy is to be developed. It is necessary to identify which of the existing projects are not likely to meet their budgeted needs, so that new projects can be proposed to replace them.)

7. Set priorities, goals, and objectives based on the unmet needs.

8. Identify possible resources not being presently tapped.

9. Develop new program (project) approaches.

10. Submit a consolidated grant application to OE and other funding sources.

The accomplishment of objectives 1 through 11 depend on the completion of the earlier objectives. Several other short-range objectives are not tasks in the same sense as the first ten, but are broader objectives. These include:

11. Secure joint funding from any number of multiple sources, unified in a project or program.

12. Secure more funds, in total, than are presently being realized: (a) from OE; (b) from other sources, state or local, education or non-education sources.

13. Allow for replication of TREND tasks and processes.

14. Have the CPTF involved in many of the tasks:

    (a) With input, as an advisory or review group of findings of the staff; or,

    (b) As the key decision-makers and as a working group, that directs and accomplishes the tasks, with some staff support.

    There is, of course, a whole range of roles between these two, but the CPTF objectives tend to amount to one or the other.

15. Provide for substantial Model Cities involvement in the TREND process.

16. Conduct a short-term evaluation of the project.

Medium-range:

17. Design a comprehensive child-development strategy. This might result from completing the tasks listed as numbers 5 through 10 above or it might be a separate activity by the LEA.

18. Conduct locally-focused program development and planning. The whole TREND process amounts to this.

19. Provide for a better funding delivery system. The TREND objective is to have OE fund projects by the LEAs on the basis of objectives 1 through 10. This is in contrast to the present scheme where LEAs tailor their projects to the goals of each particular OE program.

    A better delivery system also entails the funding of some projects by multiple sources, rather than forcing the fragmentation of projects as a result of being funded by separate and uncoordinated sources.

20. Achieve (disadvantaged) community cohesiveness, through the TREND process, especially as an offshoot to the role of the CPTF.

21. Improve the awareness, knowledge, and sophistication of a number of representatives of the target population.

Long-range:

22. Improve the education of disadvantaged students.

Time Lines:

OE originally hoped that objectives numbers 1 through 11 might be met in the months October, 1970, through January, 1971. (None of the sites came close to meeting that deadline and only one had completed the short-

range tasks -- numbers 1 through 11 -- by December, 1971, when the evaluators' last visits were made. Slippage was caused by a number of factors, especially delays in funding by OE uncertainty of the role of some groups in the target populations, and extra time required for CPTFs to be selected and approved, as well as to accomplish scheduled CPTF tasks.

VI. Individual TREND Site Evaluation Reports

Basic background statistics of the five geographic areas and the school systems with the five TREND sites included in this report are provided in the Appendices.

A. Akron Public School System

1. Reasons for and Method of Selection

OE and the Ohio State Education Agency (hereafter, "SEA") chose Akron as a TREND site. The reasons for their choice were the solid educational record of Akron, the excellent financial condition of the LEA, the viable MC program in Akron, and the absence of any major problems so far as could be seen. (NOTE: No Model Cities signoff was required at the time Akron was chosen for and elected to participate in TREND).

2. Organizational Structure of TREND

The Assistant Superintendent of Curriculum and Instruction served as the Project Director from inception. He has devoted a substantial proportion of his time but nowhere near full-time to TREND. Although TREND has had a formal, full-time Director, the Assistant Superintendent has continued to handle all matters of policy for TREND. He has also served as the Chairman of the Community Planning Task Force (CPTF) since its inception and will probably continue in that role in the operations phase to begin soon.

He has been Assistant Superintendent in Akron for five years. He held a similar position and teaching positions for twenty-eight years elsewhere before accepting the Akron position.

Since January, 1971, TREND has had a full-time Project Director. He handles no policy matters but arranges for and coordinates CPTF meetings as well as handling most financial and some administrative matters.

Formerly, he served the Akron LEA as the Director of the Neighborhood Youth Corps for the LEA. Before that, he was a teacher, in Akron and elsewhere, for thirteen years.

This fall, TREND added a half-time research assistant, paid for out of other funds. The research assistant is a graduate student in education at the University of Akron. She assists in task implementation under the "TREND Project Director".

TREND also has a full-time secretary, attached to the Project Director.

The project has been located in a position within the LEA with sufficient authority and capability to enable it to accomplish its purposes. It has also received a significant proportion of attention from the Assistant Superintendent.

Management of the project has been efficient and satisfactory in general, but the record-keeping is somewhat haphazard. Also, there was no needs assessment report available, other than lists of some statistics. This tends to limit the usefulness of the findings, process replication, and analysis by others, such as the State Department of Education, the U.S. Office of Education, and other TREND sites. It does not appear to have worked a hardship on the CPTF, probably because the data were explained to them by the contractor (member) performing the survey.

3. Funding (Planning Phase)

$59,500 was provided from discretionary funds of Title III of the Elementary and Secondary Education Act of 1965 ("Title III", hereafter) for the calendar year 1971. Funding for the operations phase in Akron is discussed below under Section VI, A, 10 -- "Consolidated Application and Joint Funding".

Akron had hoped to be approved for funding a little earlier than they were. The application was made in November, 1970, and the funds were obligated by OE in January, 1971. The delay was not long but did cause some slippage in Akron's time lines, as is detailed below under "Objectives".

4. Objectives

(a) Introduction: It should be noted again that OE has emphasized the local planning and flexibility as focal points of the TREND processes. Therefore, differences between OE objectives and LEA objectives are to be expected. OE objectives are more like guidelines than a rigid set of requirements. Differences are really differences in emphasis rather than direction.

(b) Short-Range Objectives: Emphasis in discussions of objectives in Akron was placed on four objectives: (1) the child-centered needs assessment, (2) the consolidated grant application, (3) joint funding of new projects, and (4) the expectation of the receipt of new OE funds.

The identification of resources; the setting of priorities, goals, and objectives; and the orientation of the CPTF were also mentioned by persons most familiar with the TREND processes and TREND Handbook. CPTF involvement and Model Cities involvement in the process were broadly mentioned.

It is not to be expected that, in an oral interview, persons would specify each task OE regards as a TREND objective. There was also, however, a greater emphasis on TREND as a vehicle to receipt of more money than there was on planning and developing a means of using present resources most effectively, while involving the community. In fact, some persons in the LEA expressed a fear that the Model Cities "signoff" (approval), monitoring, and evaluation amount to community control of TREND. (The Model Cities-LEA strife will be discussed in detail below, un-Section, A, 6, (d), "The Model Cities' Role".) LEA fears of community control do seem to be greater than warranted.

Barely mentioned at Akron were two objectives: (1) the examination of the effectiveness of present projects and (2) the conduct of a short-term evaluation of the project. They were not emphasized by OE either, and were omitted at all sites (in the case of the former) or paid little attention (in the case of the latter).

Akron alone of all the TREND sites has performed all the short-range objectives it set out to accomplish. It has moved expeditiously through the TREND process, with one exception: Model Cities refused to give approval to TREND until September 30, 1971. Relations between Model Cities and the LEA continue to be uncertain and tense.

(c) Medium-Range Objectives: The medium-range objectives expressed in Akron were similar to the planning and strategy objectives OE has expressed. Design of a comprehensive child-development strategy, with locally focused program development and planning, and new program approaches seemed to be fairly well understood and were broadly expressed. The objective of having better delivery systems was also ranked highly.

Progress toward these goals has been somewhat limited. Akron planned new program (OE project) approaches in its filing of a common grant application, based on its local needs assessment and planning, rather than submitting separate applications based on individual program requirements. The one project funded, entitled, "Parent Education for Urban Family Living," was funded by three separate OE Bureaus: $160,000 from Adult Basic Education (ABE) in the Bureau of Adult and Vocational Education; $32,000 from the Bureau of Libraries and Educational Technology (BLT); and $108,782 from Occupational Pupil Personnel Education (OPPE) of the Bureau of Educational Personnel Development. This is both a new project approach and an improved, unified delivery system. The differences from the usual approach were occasioned by some relaxation of OE bureau

requirements rather than by LEA changes. Even so, Akron was forced to adjust its application to meet legal requirements of the sources, and OE funded only the project Akron ranked as its fifth highest priority, by-passing four other requested projects.

(d) Long-Range Objectives: The TREND long-range objective of improving the education of disadvantaged children was emphasized by a number of persons in Akron including persons working for the school system, members of CPTF, and persons from and representing the target population. It is too early to forecast whether this objective will be met.

(e) Projected Time Lines as of November 9, 1970, and Approximate Actual Time Lines (1970-71):

		Projected Date	Actual Approximate Date
1.	Orientation and briefing session with outside groups -- laying out ten major tasks	Until Dec. 31, 1970	Sept. 2, 1970/ Jan., 1971
2.	Diagnostic -- Property Management Review	Last 2 weeks of Nov. until Nov. 30, 1970	Dec., 1970/ Jan., 1971
3.	Project Plan and technical support plan	Dec. 7, 1970	January, 1971
4.	Establishing community planning force	Dec. 15, 1970	January, 1971
5.	Identification of need	Nov. 1, 1970/ Feb. 8, 1971	Jan./Mar., 1971
6.	Setting specific goals, objectives, and priorities	Nov. 1, 1970/ Feb. 15, 1971	Feb./June, 1971 1971
7.	Identification of resources	Nov. 1, 1970/ Mar. 1, 1971	Mar. 30/June, 1971
8.	Program Development	Nov. 1, 1970/ Mar. 1, 1971	Mar. 30/June, 1971
9.	Budgeting	Nov. 1, 1970/ Apr. 1, 1971	Mar. 30/June, 1971
10.	Grant Application	Nov. 1, 1970/ Apr. 1, 1971	Mar. 30/June 1971

Reasons for the delays were given above; basically, delays were in the obligation of funds.

5. Linkages (of the TREND Project)

(a) Within the LEA: In Akron, TREND has been placed in the best possible position to have maximum impact. TREND appears to have been given a great deal of time and support from all areas of the administration in the school system (no time records are available, but staff members have pointed out their numerous hours spent assisting in the TREND process).

(b) With OE, Washington: OE spent several days "selling" Akron school officials on TREND. Akron was also provided with a good deal of technical assistance, in completing its Diagnostic Inventory, and Grant Application for new projects.

However, according to Akron officials, during the time between the Diagnostic Inventory and the Consolidated Grant Application, most of the OE visits were to observe the Akron TREND process rather than to assist in it. Akron received this attention because, for each task and part of the TREND process, it was the first TREND site to begin the effort and the first to complete it. It is unfortunate that more developmental assistance was not given by OE, but OE had an extremely limited size staff and can hardly be faulted in this area.

OE also spent many days trying to arrange an LEA-Model Cities agreement and a Model Cities signoff.

(c) With Regional HEW: The Regional Office has made two major contributions to Akron: its OE staff detailed HEW resources available for new projects to the CPTF, and top staff from the Regional Director's office played a leading role (along with the SEA) in getting an LEA-Model Cities agreement on the CPTF, which led to the Model Cities "signoff" on

the grant application. Beyond that, the Regional staff members have fallen into a role of listeners and liaison for their office. This has resulted particularly from the assignment of three different Regional people to TREND in the year that Akron has had a TREND project.

(d) With Ohio State Department of Education (SEA): The Ohio SEA and OE selected Akron as a TREND site. The SEA, particularly the Division of Compensatory Education and the Division of Instruction, worked with OE to persuade Akron LEA officials to participate in TREND. Since then, the SEA's chief role has been as an observer and liaison between the SEA and Akron. The SEA has ex-officio representation on the CPTF, so its liaison role has been formalized. The SEA also provided some developmental assistance in identifying resources that might be available to the LEA for future projects under TREND auspices.

(e) With the Disadvantaged Community of Akron: LEA-target population relations have been uneasy. The LEA appointed professional employees rather than elected representatives of key agencies that service disadvantaged Akron residents to the CPTF. The only elected representatives of the disadvantaged community that the LEA dealt with in TREND were in Model Cities, where the LEA was compelled to deal with leaders of the Model Neighborhood Commission in order to meet the OE requirement for Model Cities involvement in and "signoff" on (approval of) TREND.

The school system did select five parents and two students from the target population. They were CPTF participants, but not leaders. Thus, TREND did have persons from the affected community involved in the process as CPTF members.

Some questions were raised as to whether the method of selection of CPTF members (by the LEA rather than by persons in the disadvantaged community, themselves) and the selection of employees rather than representatives did not

alter the concept of community involvement. How one answers such questions might depend on one's perspective.

(f) With Other TREND Sites: As mentioned above, Akron was the first TREND site to perform every task and to move through every process. Its staff willingly supplied their information and the lessons they had learned to other sites. Akron made a major contribution to El Paso in sending them their survey instruments for the needs assessment there. (El Paso used the teacher perception instrument directly.)

6. Community Planning Task Force (CPTF)

(a) Organizational Structure:

5 - School system administrators (includes TREND Policy Director)
2 - Members of Board of Education
1 - Teacher
2 - Students
5 - Community Agency Representatives (includes MC Director, City employee)
5 - Parents

20 - TOTAL

The proportional representation of regular members by group has been within OE guidelines. Sixty percent of the CPTF represents the target population. The many questions on representation include those raised above, under VI, A, 5 (e), about the limited Model Cities role and the selection of employees of community agencies. One of those employees directs a public agency (the City of Akron Health Department) which is often viewed as an offshoot of the city administration rather than of the disadvantaged community, although the Director is very empathetic toward disadvantaged children.

These questions only represent the possible perspective of the target population about "their representatives". The persons selected appeared to serve the community well in making apparently significant contributions to the CPTF. But, the

LEA was asked by persons in the disadvantaged community to appoint additional representatives.

The issue of proportional representation is heightened by the fact that the CPTF included eleven ex-officio members. Some of them have really acted like "regular" CPTF members. The eleven persons include three LEA administrators and representatives of the SEA, county agencies, local parent groups, the local university, a city-wide agency, and the local teachers' union. Some of these ex-officio members have played key roles. They include the full-time TREND Director (for Task Implementation), the professor from the local university who directed the needs survey and the less active but key representatives of the local teachers' union and the SEA.

These eleven quasi-members have enlarged the CPTF to a size that the Chairman had sought to avoid. But their inclusion does not seem to have been an impediment in Akron's moves through the TREND process to the application for project funds. The impact on the contribution of CPTF members, particularly the parents -- who were further outnumbered by professionals and educators when ex-officio members are included -- can only be guessed, since the CPTF did not meet during the time of the evaluators' site visit.

Akron's Assistant Superintendent of Curriculum hopes to eliminate ex-officio positions from the CPTF when it is reconstituted in 1972. It would seem worthwhile, however, to include the full-time TREND Director and the representative of the teachers' union on the CPTF. The Assistant Superintendent of Curriculum has served and probably will continue to serve as CPTF Chairman.

(b) Funding: The only money used for supporting members of the CPTF was for expenses for the orientation sessions.

(c) Groups Represented: The LEA said that the community agency representatives were picked as key decision-makers with expertise and experience in education and in the problems of disadvantaged persons. They were said to be chosen not as representative of any group or agency. Nonetheless, three of them come from key community programs: the Directors of the Community Action Agency, the Urban League, and the Model Cities Program [the City Demonstration Agency (hereafter, the "CDA")]. The fourth "community group" represented was the city health agency, which -- as already stated -- benefits but is not usually perceived as representing the disadvantaged community.

If the LEA is regarded as a group, it was most heavily represented on the CPTF. Of the twenty members, there were two Board of Education members, five administrators, and one teacher on the CPTF.

(d) Model Cities: Model Cities had one representative on the CPTF, the CDA Director. The OE requirement that Model Cities be involved in and "signoff" on the TREND application became clear to LEA officials only in February, 1971, a few months after TREND began its planning phase. The LEA and Model Neighborhood Commission of Model Cities have had and will continue to have a strained relationship. This has limited the involvement of the Commission in TREND and caused Model Cities not to signoff on the TREND operations grant application (the new second-phase project) until the last possible day on which OE could obligate the funds (September 30, 1971).

The signoff was given after an apparent compromise was reached, granting the Model Neighborhood Commission representation on the CPTF through their nomination of parents, some of whom would serve on the CPTF. Exactly what the agreement was still appears to be in dispute. Even if CPTF membership is agreed upon, LEA-Commission friction will remain and may hamper TREND in Akron.

(e) Role of CPTF: The Akron CPTF has played an advisory role. LEA administrators point out that only the Board of Education has legal decision-making authority.

The CPTF reviewed the needs assessment survey results and analysis prepared by the staff and outside contractor, identified possible resources with staff aid, set new project priorities, goals and objectives with the staff, and helped the staff prepare the consolidated grant application for new funds.

(f) Orientation and Training: The LEA conducted a two-day retreat (at a nearby motel) to explain current LEA projects and TREND to the CPTF. Participants said that they found it very useful in their role as CPTF members.

(g) Effectiveness of the CPTF: The CPTF, in the roles stated above, played a significant part in performing the TREND tasks and in carrying out the TREND processes. Members said that everyone was given the maximum opportunity to comment and lay members, especially, said they learned a great deal about LEA projects and operations. They felt that their contributions were significant.

It might be mentioned that there were five LEA administrators and two Board of Education members serving as CPTF members and three administrators serving as ex-officio members of the CPTF. Thus, the CPTF was to a large extent a school system group with community input. Nonetheless, in comparison to the very limited role usually assigned the community in Akron, the CPTF did have significant community input.

The TREND processes and tasks were accomplished expeditiously, with a key working role played by the CPTF. On these grounds, the CPTF can be judged effective.

7. Diagnostic Inventory

OE rendered Akron considerable developmental assistance in completion of its Diagnostic Inventory (hereafter, "D/I"), but failed to accomplish most of the objectives which the D/I was designed to meet.

The failure came about because LEA policies forbade pre-planning before there was almost certain promise of a grant and OE had insufficient funds for TREND pre-planning grants. And the full-time TREND Director was appointed only after completion of the D/I.

As a product, Akron's D/I appears satisfactory. Little data was available in any form for judgment about the effectiveness of the process of completing the D/I because it had been completed several months before the evaluators visited the LEA and written data other the D/I were available.

8. Needs Assessment

(a) Setting of LEA Goals and Objectives for Survey: Basically, this was performed by the outside contractor hired by the LEA. He is a professor of education at the local university; performs most evaluations of LEA projects; and, several years ago, worked for the school system. There was little CPTF and TREND staff input into this task. There were no problems.

(b) Surveys of Disadvantaged Students, Teachers, and Parents: The main emphasis was on the survey of teachers, regarded as the chief change agents of the students. The surveys were performed by the LEA-hired contractor with LEA assistance in distributing the questionnaires, in having them completed, and in returning them to him. The surveys were satisfactory, though the contractor -- in hindsight -- would have decreased the size of the sample and the length of the questionnaire.

(c) Analysis of Data, Presentation of Findings, and a Possible Report on the Needs of the Students: The outside contractor, with some TREND staff assistance, analyzed the data from the surveys and from standardized tests given in the past. The contractor presented his findings to the CPTF. The analysis and presentation appear to have been satisfactory. No report was ever written, however, which limited the depth of the review of the data by the CPTF, OE, and the evaluators. This does not appear to have seriously hampered the TREND process in this case, but the availability of a report could have strengthened it. The preparation of a report would have required additional time and money. But, if needs assessment data are to serve as baseline indices, the analysis and interpretation of these data should have been presented in a formal document upon the completion of the needs assessment task.

Basically, findings identified poor performance of the disadvantaged students compared to "normal" students in the areas of health, reading, mathematics, and study and learning methods. This is not a surprising group of findings.

(d) Identification of Current LEA Projects for Disadvantaged Students: This was done by the LEA staff with no problems.

(e) Critique of Current Use of Resources for Disadvantaged Students: As was pointed out above, this was not performed in Akron or any other site, and was not highlighted by OE as a separate task.

(f) Setting of Priorities, Goals and Objectives: A committee of CPTF performed this function in an apparently successful fashion (little data on their findings were available to the evaluator).

(g) Identification of Other Possible Resources: This was also done by CPTF committees. They set up a special health subcommittee, in addition to the program and resources committees, to identify myriad possible resources. These groups seem to have done a very thorough job.

9. Consolidated Grant Application and Joint Funding

The consolidated grant application actually consisted of nearly a dozen project grant applications. The applications were drawn up by the staff and reviewed by the CPTF. Projects centered on special reading instruction, training teachers to assist disadvantaged students more effectively and teaching parents to assist their children in improving their education. They were well written narratives and budgets presented in a uniform manner and could serve as models for other TREND sites. They are not, however, consolidations of the grant applications to OE for all projects for which the LEA is seeking funding. They are only applications for new projects for TREND.

OE's task of finding funding for the proposed projects was a much harder objective to meet. The task required the small OE TREND staff to locate discretionary OE money, a rare commodity and one which many OE programs compete for. The staff was only able to locate $300,000 of the $4,200,000 requested for Akron TREND projects.

The funded project, detailed above in Section 3, (c), is entitled "Parent Education for Urban Family Living," and includes money from three different OE bureaus. The goal of this project is to enable parents to assist their children so that the children will be able to learn more in school than they presently do. However, this project was the fifth priority of Akron. LEA officials there were very greatly disappointed in the level of funding. They were also disappointed that such a low priority project was the only one funded, and felt that they had merely gotten money that was available rather than gaining money for a greatly needed project. They did have to re-write their

application to some extent to meet the guidelines of the three funding sources. LEA officials developed high expectations which OE has not yet been able to meet. High expectations in local areas commonly occur and are difficult for OE to avoid, especially when OE is trying to persuade LEAs to commit extensive staff time. No one seems to be at fault, particularly since OE officials merely stated that the LEA might be in line for $500,000 at most.

Ultimately, the high expectations of LEA officials may be met because Akron may be getting added funds as a spin-off from TREND. These are discussed below.

In the opinion of LEA officials, the funding payoff for Akron did not merit the time and attention they gave TREND. The consolidated application was, however, presented in a greatly relaxed format from usual OE requirements and the OE TREND staff did well to get three bureaus to agree on a project they would jointly fund. Unfortunately, the project is aimed at the parents of students in forty-three schools, which far exceeds the number of Title I (disadvantaged) schools, and hence has relatively low priority among Akron projects. But, again, discretionary funds are scarce.

10. Other Funds Flowing from TREND

The TREND needs assessment served as the basis of a significant proposal for a teacher training project funded by OE with $225,000 in discretionary money as an Urban-Rural School Development Project. It appears that TREND may also lead to extensive projects in other areas.

11. Evaluation of TREND by the LEA

The LEA had no plans for conducting an evaluation of its performance to date. In fact, the LEA staff has told SEA Title III personnel that it plans to use Unco's evaluation report to OE on Project TREND to satisfy the requirements of Title III for an annual evaluation.

12. Key Findings -- Akron

(a) The key products and processes suggested by OE as TREND objectives were generally well achieved in Akron. Tasks were performed efficiently and effectively. The needs assessment survey instruments served other TREND sites as models. However, more adequate and comprehensive documentation of the needs assessment process and product would have facilitated the dissemination of their experiences and hence increased the value of their efforts.

(b) The CPTF was effective but was more heavily weighted with school system personnel than with representatives of the disadvantaged community (parents, students, and community agency representatives). Also, the entire twenty-member CPTF and the eleven ex-officio members -- some of whom were quite active on the CPTF -- were selected by LEA administrators. This led some people to question the representative nature of the CPTF. CPTF members appear, however, to have worked together harmoniously as individuals rather than as representatives of groups. The CPTF played a significant role in some of the TREND processes and played the major role in performing some of the tasks. (On other tasks, the staff or outside contractor played the major role.)

(c) The LEA demonstrated a solid commitment to TREND by having top-level LEA staff devote a substantial amount of time to project activities and decision-making tasks, and by placing the project near the top of the organizational structure. All matters of policy have been directed by the Assistant Superintendent for Curriculum and Instruction.

(d) The major problem in Akron has been the LEA-Model Cities Program conflict. OE required Model Cities involvement and a Model Cities "signoff" on the application for a project

grant, but apparent agreement between the LEA and Model Cities came only after seven months of struggle and was, and continues to be, a tenuous agreement at best.

(e) LEA staff were extremely disappointed with the level of funding realized through their efforts; one member compared it to an army "dry run". Akron TREND was granted only $300,000 of a total of $4.2 million in OE requests, and only their fifth highest priority project was approved for funding. However, OE TREND had a struggle to find the $300,00, which was ultimately obtained from three OE bureaus. They had hoped to locate $500,000 but made no definite commitments for such a sum. Akron lay persons involved in the TREND process felt that those processes, especially the needs assessment, were significant and meaningful payoffs in their own right.

(f) The Consolidated Grant Application was really narrative and budget sections presented in a similar format, and far less tailored than usual to OE program funding requirements (laws, regulations and guidelines).

(g) The Diagnostic Inventory did not aid OE or the LEA as was hoped, despite extensive OE developmental assistance. It was little help as a management training device for the LEA and was no aid to OE in site selection.

(h). Akron's TREND project may cause more OE and SEA funds to flow there. It has already served as a base for another OE grant in Akron: $225,000 to institute an Urban-Rural Project.

(i) It is too early to measure or predict what impact TREND in Akron has or will have in improving the education of disadvantaged children there. TREND's processes did provide

a needs assessment and the basic data for a comprehensive child development strategy. But before a comprehensive and integrated strategy can truly be established, present OE projects funded in Akron will have to be studied to determine their effectiveness and new project applications substituted for ineffective, current projects.

B. El Paso Independent School District

1. Reasons for and Method of Selection

OE and the Texas Education Agency selected El Paso as a TREND site. Texas has been a leader in experimentation of the new processes and programs, and El Paso has encouraged positive change; it also has a high proportion of Mexican-Americans in the LEA.

2. Organizational Structure of TREND

TREND in El Paso has been elevated since the project there began. When El Paso started TREND operations in April, 1971, the TREND project was located under the Assistant Superintendent for Instruction, with the TREND staff directed by the Coordinator for Mexican-American Affairs. Beside the TREND Director (half-time on TREND), there were two regular staff members -- one acting as Community Liaison Coordinator and the other, as a Collator-Writer -- and three (later, four) team leaders. The budget was slated to run only through July, by which time the consolidated grant application would be filed with OE. This deadline had been set up in November, 1970, when El Paso expected to begin operations shortly.

In June, the organizational setup and budget were revamped to meet more realistic timelines. The budget was extended to run through November 30, 1970. A more efficient staff pattern included the following: the TREND Director was elevated to be the Assistant Superintendent for Mexican-American Affairs, with TREND still his half-time job; the Community Liaison Coordinator remained half-time on TREND; the Collator-Writer was still full-time on TREND; and two Program Developers (both former Team Leaders) became full-time TREND staff. Twelve research associates contributed a few days each to help distribute, render technical assistance on, and collect teacher survey instruments.

In December, the planning grant was again extended, by a continuation grant, until July 31, 1972, with this staffing pattern. Three research associates will work full-time for two months at the end of the grant helping with grant applications. It may be noted that the titles of all but the Director of TREND do not reflect their real shared obligation and team approach to tasks.

El Paso has a substantial-sized TREND staff, especially when compared to other TREND sites. El Paso has been able to have such a large-sized staff only because the

salaries paid are quite low and the staff members are willing to work at such levels. Despite the lack of long experience of most of them, particularly in management and administrative areas, they have functioned effectively in TREND.

The only problem with the location of TREND in the LEA has been the tendency for it to be regarded as a Mexican-American project. Until December 1, 1971, the staff were physically isolated from the rest of the LEA to a great extent. Throughout the process, the TREND staff has had only a small amount of support from other LEA personnel. The Director of Research and Development and the Director of Guidance and Special Education have helped on the surveys, with instrumentation, and computer input and retrieval of data. And, of course, LEA administrators helped complete the Diagnostic Inventory.

The TREND staff has not yet called on the CPTF to actively perform tasks. Rather, the CPTF has been asked to review the work of the staff. This may change with the remaining tasks, since they include the ones in which CPTFs have been most active elsewhere.

3. Funding

Funding uncertainty and delay have been major problems for El Paso. Originally (September, 1970), quick approval for funds from Title III discretionary money was expected. No money was available, however. In November, 1970, OE TREND personnel (and El Paso) thought that they had located $60,000 from Title VII (of ESEA of 1965, Bilingual Education) for TREND and an application was completed and sent to OE. That did not materialize either. Finally, in March, 1971, OE was able to locate $42,000 (later reduced to $37,800) from Title III discretionary funds for El Paso TREND, which El Paso accepted.

Not only was no money located for obligation for TREND for over six months from the date of the first meeting of OE and El Paso about the program, but no funds were actually received in El Paso on behalf of TREND until July, 1971, after three months of staff activity. Despite their unhappiness and uneasiness with this lengthy delay in actual disbursement, the fiscal officers of El Paso did not cut TREND staff activities. The fiscal officers have grown a little more wary, however, of federal funding promises.

Recently (early December, 1971), OE obligated a second planning grant for TREND in El Paso for $42,174 for eight months, extending the original grant until July 31, 1972. Again, Title III discretionary funds were the source. Total funds thus amount to $79,974, for sixteen months.

On one hand, El Paso first feared not being funded and then endured only meagre funding to accomplish the numerous TREND tasks. On the other hand, as a result of moving through the processes, the El Paso staff has greatly strengthened the capability of the El Paso LEA in performing needs assessment surveys and in analyzing the data thereby generated. The El Paso LEA developed in-house capability beyond other TREND sites by virtue of their staff's experience in TREND.

4. Objectives

Persons in El Paso, from LEA administrators to the TREND staff and members of the CPTF -- lay as well as professional educators -- seemed to have a very good understanding of most objectives of TREND, as compared to those expressed by OE, detailed above in Section V ("Objectives"). The long-range goal of strengthening the education of disadvantaged children was widely expressed, as were the medium-range goals of a comprehensive child development strategy, locally focused program development and planning, better delivery systems for funds, and new program approaches. The last objective was particularly emphasized by community representatives to the CPTF. Some LEA personnel saw TREND helping to inform and educate community CPTF members in the operations of the LEA, including the complexity of project operations.

Nearly all OE-listed specific tasks, short-range objectives, were listed as objectives by some persons in El Paso. Emphasis was on the needs assessment, the consolidated grant application (and joint funding), and the role of the CPTF. The latter was viewed in an advisory capacity by LEA administrators outside TREND, but community representatives wanted to be more of a decision-making body. There was interest, especially by community CPTF members, in looking at the effectiveness of current LEA projects.

For the most part, then, El Paso objectives coincided with OE objectives. There was, however, some difference in emphasis, especially between views expressed on the first visit and second visit of evaluators. Perhaps because the TREND project had moved closer to

the task of applying for new OE projects, the objective of receiving additional OE money was emphasized more heavily. The objective of evaluating current projects and integrating them and new projects into a truly comprehensive child development strategy was de-emphasized.

The TREND processes in El Paso have not yet moved far enough to measure or predict the degree of accomplishment toward meeting long- or medium-range objectives. Among the specific tasks, designing the surveys, carrying them out, and analyzing the data have been done and done well.

The original time-table established November, 1970, through July, 1971, for accomplishment of all the specific tasks, included drafting the consolidated grant application. El Paso TREND was funded (notified of funding) five months late; and the tasks required more time than expected. Therefore, deadlines were extended. In addition, because of the unique makeup of El Paso in ethnic, cultural, socio-economic terms, El Paso TREND had to develop new survey instruments for parents and children. With their April, 1971, startup date and the reconstitution of the CPTF in June, the staff was unable to conduct those surveys until fall, 1971. The staff did well to have analyzed that data and made oral reports on it by late November, 1971.

For their continuation grant application, filed in late November, 1971, the TREND staff compiled a diary of their activities to date. They are, thereby, building a record of their project which might be useful to other LEAs in trying to replicate parts of the TREND process.

5. Linkages (of the TREND Project)

(a) Within the LEA: the TREND Director in El Paso was elevated from Coordinator to Assistant Superintendent of Mexican-American Affairs early in the operation of TREND. TREND is but one of eight projects for the TREND Director, but his promotion certainly enhances TREND's standing in the LEA. TREND has also been physically integrated into the LEA recently. The staff has moved from a separate building that was owned by the teachers' association credit union a few miles from the LEA administrative offices to offices across the hall from the Superintendent. Top LEA administrators and Board of Education members of the CPTF have expressed a strong commitment to TREND and have grown more supportive of TREND as the process has unfolded.

LEA support in terms of manpower has been helpful though not substantial, however. The Research and Evaluation and the Guidance and Special Education Directors did lend support in instrument design and handling of needs assessment survey data. Teachers and principals lent support to TREND in the completion of the surveys, and administrators helped complete much of the Diagnostic Inventory. SEA support seems to be picking up as TREND proceeds on a smooth course.

(b) With OE, Washington: OE TREND has devoted a considerable amount of time to El Paso. They "sold" LEA officials on the program, then looked into various possible sources of money. They have offered developmental assistance to the staff in drafting budgets and grant applications, in reconstituting the CPTF (changed by community demand) with Title I aid, and in designing and carrying out the specific TREND tasks. They helped explain TREND to CPTF members, a part of their orientation. The OE TREND Director and one of his staff members have each devoted a number of days to El Paso, in person and by telephone, and have served as agents of El Paso with other OE agencies in Washington. They have also assisted the El Paso TREND Director on his trips to Washington.

(c) With Regional HEW: the Regional official responsible for TREND is the Director of Urban Community Education Programs (UCEP). He has served as liaison to the Regional Office and has offered some assistance to El Paso, by helping them to locate funds in Washington and, during the course of his visits to the site -- which have been at the same time as OE Washington visits -- as a Regional advocate.

The Regional Office has also established an advisory committee on TREND, including on it representatives of the Social and Rehabilitation Service (SRS), Welfare, and the Office for Civil Rights. Representatives of the Office of Child Development and Health Services have also visited El Paso to view the TREND process and offer some assistance and program information.

(d) With the Texas Education Agency (TEA): The Texas Education Agency has rendered a substantial amount of developmental assistance to El Paso TREND project. The TREND staff made a two-day visit to TEA in August,

1971, to have the design of the survey instruments reviewed. They were offered suggestions from persons in several divisions or offices of TEA. Included were persons in Bilingual Education, Planning and Evaluation, and Compensatory Education.

Throughout the course of the project, representatives of TEA's Planning and Evaluation Office rendered assistance to the TREND staff and other LEA personnel by explaining TREND concepts and tasks, especially the consolidated grant application and the development of a non-duplicative child development strategy, through a re-patterning of present funds and additional funding. These TEA representatives have also been the linkage to TEA for TREND developments and for meetings with OE Washington staff in El Paso.

It may be noted that this same TEA office has encouraged LEA use of a consolidated federal grant application that they developed, one which El Paso uses for some program requests, i.e., for Title I (Disadvantaged Children), Title I (Migrant Students), Title II (ESEA of 1965), and NDEA Title III.

(e) With the Disadvantaged Community: The TREND staff has developed a strong working relationship with leaders and other citizens from the disadvantaged community of El Paso. This has occured only as time and events have progressed and the staff's credibility has grown.

When TREND began operations in El Paso, the Director, a Mexican-American, was highly regarded by the LEA "establishment," but was not felt to be greatly "sympatico" with the needs of disadvantaged Mexican-Americans, in the view of more activist Chicanos. As TREND has progressed and the Director and his staff have demonstrated their understanding and respect for the opinions of persons from all areas and groups, the Director and staff have grown in the eyes of everyone. They have worked together toward the accomplishment of the TREND objectives.

At the beginning of the project, El Paso TREND set up a Community Advisory Council. The members of the Council were selected by LEA administrators with some TREND staff advice. When the OE TREND staff from Washington (and TEA representatives) came to meet with TREND and the Council, they were confronted by community representatives demanding that a new group be constituted (a CPTF) and that

the community be permitted to select its representatives and suggest other members. Some of these community leaders had been strongly and openly in conflict with the Board of Education and administrators previously. Within a few weeks, all parties agreed that a CPTF should be named. Many Council members representing groups outside the disadvantaged community (the Board, administration, teachers, etc.) were renamed to the CPTF. A meeting of the Trinity Chicano Coalition was held, at which persons from over fifteen Chicano organizations voted to nominate the community representatives on the CPTF (some were chosen by the individual organizations they represented). The selections were approved by the LEA. In June, 1971, the new CPTF first gathered. Since then, community leaders or representatives (and LEA representatives) have made informal visits to the TREND office, in addition to attending CPTF meetings. The TREND staff in its work has shown itself to be truly understanding and interested in benefiting the El Paso disadvantaged children, most of whom are Mexican-American. Through its actions, then, the TREND staff have developed rapport with all groups.

(f) With Other TREND Sites: El Paso TREND has used information and instruments from Akron and Portland. It was the last of the five "first-round" TREND sites to receive OE funds, so it is natural that it has been primarily a beneficiary of the other sites. The proximity of the end of school year forced El Paso to use the existing (Akron) teacher perception survey instrument. The El Paso TREND Director visited Portland TREND (while in the area for other reasons during the summer) and discussed the needs assessment which had been done there which offered him an additional frame of reference in the designing of the El Paso needs assessment survey of parents and teachers. The replication of a part of the TREND process borrowed from Akron, particularly, was a great boon to El Paso and is a real plus for TREND. The El Paso Director would also like to see more intersite visitations, since he has found them helpful.

(g) With the (Texas) Region XIX Service Center: Linkages between TREND and the Service Center have been limited mainly to representation of the latter on the CPTF as liaison. The Service Center receives OE funds to operate various projects, especially

teacher training and area Title III projects. Funding also comes from TEA and from the three LEAs in the area. The Center operates as an independent agency. It would seem that TREND might have called on the Center for developmental assistance; but it has not, perhaps because of the crowded schedule of the Center staff. More interaction is, however, expected in the future.

6. Community Planning Task Force (CPTF)

(a) Organizational Structure:

3 - School Board Members
5 - Representatives of LEA Central Administration
3 - Principals
5 - Teachers
4 - Parents
2 - Students
5 - Representatives of Community Agencies
5 - Representatives of Community Organizations
1 - Representative of Region XIX Service Center
1 - Representative of University of Texas (El Paso)

34 - TOTAL

(The list of CPTF members included two other positions but they have been dropped.) Sixteen of thirty-four members (47 percent) of the CPTF are community representatives. The community's Trinity Chicano Coalition selected twenty-four of the thirty-four (71 percent), including not only community representives, but also principals and teachers. (El Paso has no Model Cities program.) Only two of the twenty-two members of the Community Advisory Council (replaced by the CPTF) were appointed to the new CPTF. As the only legal decision-maker, the Board of Education approved of the CPTF.

(b) Funding:

No funds have been used for the CPTF.

(c) Groups Represented: The leading role of the target community in selecting the members of the CPTF has been discussed above. There are ten Mexican-American or Chicano groups which each have one CPTF representative. In addition, some other persons selected

by the community have been active on behalf of the Chicano or Mexican-American community. In fact, community representatives have tended to play the leading roles in the activities of the CPTF.

(d) Role of CPTF: The CPTF has been basically a review body for TREND tasks performed by the staff. This is somewhat surprising considering the activism of the members, especially those representing the target community. One indication of their activist nature is the fact that they hold all the leadership positions on the CPTF. Originally, the TREND Director had been planned as Chairman but community representatives insisted that the CPTF elect a member instead.

The CPTF did identify which federal resource programs have current projects in El Paso. And, they have added to the data compiled by the staff, e.g., they added a number of goals and objectives. They also reordered some priorities suggested by the staff. This CPTF reviewing role stems from the nature of the tasks performed (by December, 1971 when the evaluators last visited the site), from the delayed start of TREND, from the general agreement of the nature of disadvantaged students' needs and from reconstitution of the CPTF in June. Everyone in El Paso got started late.

As an offshoot to TREND, the CPTF has also served as a sounding board at which community complaints about the operation of El Paso schools have been voiced at CPTF meetings which some of the representatives of the Board and administration also attended. The staff feels that the complaints have been presented in a manner which would permit them to be viewed as constructive criticism. Encounters between these groups had flared up into angry and vituperative confrontations at open Board meetings. They now are communicating at a lower pitch and toward common goals in the TREND process. Naturally, they do not always agree on the means to the commonly sought ends.

(e) Orientation and Training: The orientation of the CPTF was hampered by lack of time to plan it. TREND began late and the CPTF was not set up with the present membership until June, 1971.

Therefore, orientation and training has been limited to presentations by OE and El Paso TREND staff at a couple of meetings and to background materials handed out to CPTF members. Despite the limited formal orientation and training, CPTF members seem to have a good understanding of the TREND process.

(f) Effectiveness of the CPTF: The CPTF has served mainly as a reviewing group. It has not been merely a rubber stamp for staff activities, but it has made only a limited number of revisions. The CPTF may become more active as new tasks are broached. In any case, the CPTF has been effective as a review group, but somewhat limited in its formal function to date.

The CPTF has, however, been effective in lending credibility to TREND -- as perceived by the Chicano community, the Board of Education, and the general community. The impact and effectiveness of the CPTF in bringing together the diverse groups is mixed in the opinions of the school system personnel, with some viewing the CPTF as a place of real dialogue and achievement toward improved education for disadvantaged children, while others wonder if it has not merely fostered further division between Chicanos and the LEA. To most people familiar with it, however, the CPTF has been effective in improving relations between those groups and in assuring their cooperation with TREND outcomes.

7. Diagnostic Inventory (D/I)

Most of the Diagnostic Inventory was conducted at a one-day session on May 7, 1971, by the TREND staff with the "Steering Committee", who are key decision-makers in the LEA. A questionnaire was used to solicit individual responses. Those present that day recorded their answers on tape. Most of the answers were transcribed within a few weeks. Those not present wrote out their answers later; in some cases, several weeks later.

The large volume of material and the decline in the importance of the Diagnostic Inventory to the staff as the TREND process unfolded has caused it to be put aside, and it has never been completed. Some analysis of the

recorded data was done, but this management training device (the D/I) has lost any value it might have had in El Paso. Unfortunately, the staff first tried to telescope TREND tasks to meet the original timetable for completion of the Consoldated Grant Application by July 31, 1971. That meant they had four months to learn and perform all the TREND tasks. Therefore, the D/I has been "put on the back burner," in favor of more pressing tasks and problems.

8. Needs Assessment

(a) Teacher Perception Survey: A sample of El Paso teachers of "disadvantaged" and of "normal" students (Title I and non-Title I schools) were asked to answer a number of questions about a sample of their students. Two hundred forty-two teachers answered for 1,761 students in seven grades, from kindergarten through grade 11. In order to complete the survey before the close of the 1970-71 school year, the El Paso TREND staff used the Akron survey instrument and sampling scheme. Ten teachers -- called, "research associates" -- were trained by the TREND staff. They distributed and collected the questionnaires and rendered assistance to the teachers responding to the survey. The areas surveyed, as OE had suggested, included the cognitive, affective, personal physical development, and environmental. The CPTF had not yet been reconstituted when the survey was conducted and, hence, had no role in determining its content or the methodology used.

The staff analyzed the data during the summer and fall. The knowledge and experience gained from the first survey assisted the staff in constructing the other surveys.

(b) Parent and Student Surveys: In the fall, the staff conducted surveys of twenty percent of the parents and students for whom teachers had completed questionnaires in the spring. These surveys were designed by the TREND staff, with a good deal of input from several sources: the Akron survey instruments, TEA's Instructional Objectives Exchange, Portland's needs assessment report, LEA evaluation specialists (especially the Director of Research and Evaluation and the Director of Guidance and Special Education), a few divisions of the TEA staff, a professor of education from the University of Texas at El Paso, the the OE staff and

their needs assessment paper. The CPTF suggested the areas and directions that they wished to have explored, but did not conduct a review of items.

The instruments were written in Spanish and English for the bicultural group surveyed. Faces as symbols and oral questioning were used for the youngest students, who were not tested in the cognitive area. Analysis of the data was done by the staff with some aid from the Director of Research and Evaluation.

The instruments were well designed. The analysis was reported orally to various groups (the CPTF, the Board of Education, and visiting OE and TEA personnel). It appears to be generally valid. In a few cases, one might have reached different conclusions if one's underlying assumptions were different. The nature of the areas and groups surveyed did not permit the use of questions and methods that could have tightened up all conclusions significantly.

Other data indicating needs included: regular standardized testing of El Paso students and the needs of disadvantaged children expressed in a court order addressed to the TEA (Civil Action No. 5281, U.S. District Court, Eastern District of Texas, Tyler Division). This ordered TEA to change the curriculum throughout the state to meet non-discrimination and bi-cultural requirements.

Unfortunately, again because of the multiple tasks to be performed in a short period of time, no needs assessment report was written. A number of charts were drawn up and used effectively in presentations, but they would not help another site replicate the needs assessment without an additional oral or written presentation. Everyone who has heard the presentation, though, has agreed that the El Paso needs assessment was well done. The major emphasis was placed on training teachers to be sensitive to and have higher expectations for the disadvantaged children, most of whom are Mexican-Americans.

9. Setting of Priorities, Goals, and Objectives

The staff and the CPTF have begun to set priorities, goals, and objectives. The staff presented the CPTF

their findings of the areas of need of disadvantaged children, and with some data indicating the extent of the needs. Where the survey, TEA curriculum requirements, and testing data agreed, the staff suggested priorities, goals, and objectives. The CPTF reviewed their suggestions. Because of a conflicting meeting on another topic of great importance to community representatives, many of them missed this review meeting. Therefore, a second meeting was held for them to review the suggestions of the staff and of other CPTF members. One can only guess whether the priorities, goals, and objectives would have been the same in content and order had one joint meeting been held.

In this task, the CPTF had a significant impact, but reviewed and re-wrote staff findings rather than making the initial judgments. The priorities, goals, and objectives were not finalized at the time that the evaluators last visited El Paso, so the CPTF role in this task may have increased.

10. Other Tasks

The staff has suggested in outline form a list of project areas for which applications for new funding might be submitted. The CPTF began to review those areas in early December.

It would seem that some steps are being telescoped or omitted. It is unclear whether any review of the effectiveness of current projects will be conducted by the TREND staff and/or the CPTF. The task should have begun before priorities, goals, and objectives were set so that all unmet needs would be addressed. However, this task has received little attention from OE or local TREND sites. It would also take considerable expertise, time, and staff to accomplish. Thus, it is no surprise that El Paso has not addressed it.

The staff has, unfortunately, partly combined the performance of two tasks. Originally, the task of setting priorities, goals, and objectives would be completed before new projects would be conceived. In El Paso, the staff and CPTF have begun to outline new projects, for which they might submit applications, at the same time that they have begun to set priorities, goals, and objectives. It may be that the new projects are determining the priorities, goals, and objectives

rather than the priorities, goals, and objectives determing new projects.

This mixing of tasks seems to have occured because of pressures from the CPTF to get new projects into operation and to begin to actually improve the education of the disadvantaged students. The net effect, however, may be to have new projects funded without clear goals and objectives. No one can say at this time, however, that such a result will follow.

11. Funding Expectations

It has been noted under Section VI, B, 4, "Objectives (in El Paso)," that new funding has been more heavily emphasized as TREND approaches the application task. Diverse sources have expressed fears that LEA expectations have been set at levels which are unlikely to be satisfied. OE officials have avoided promising any definite funding but some persons have claimed that OE has spoken in terms of millions of dollars of OE money. It may be that, unless El Paso expectations for funding are scaled downward through OE words of realism, their hopes will be shattered through receipt of less money. This would heighten LEA and community bitterness toward OE and the federal government.

12. Evaluation of TREND

The TREND staff in El Paso expected to use this evaluation report of Unco's as its evaluation report to meet Title III requirements. The evaluators pointed out this misimpression during their last visit to the site. There was no intervening time then for the staff to formuate plans for evaluation of their project.

13. Key Findings -- El Paso

(a) El Paso was selected as a site because of the LEA's interest in change to enhance the education of disadvantaged students, because of the high proportion of disadvantaged students and because of the high proportion of Mexican-American students.

(b) El Paso has a relatively large staff for TREND: five professionals (the Director and the Community Liaison Coordinator half-time on TREND, and the other three full-time on TREND) and one secretary.

The Director has been promoted to Assistant Superintendent of Mexican-American Affairs since TREND began and the project has moved its offices from an isolated site into central administrative quarters. Both moves indicate increased integration and importance of TREND within the LEA.

(c) Delay has been a key word for El Paso TREND. Funding was located only after two program sources had been unable to find funds and six months after the LEA agreed to become a site. Title III funds amounted to only $37,800 -- not the original $60,000 -- and were originally slated to run only for five months, extended to eight months. (A continuation grant of $42,174 for another eight months was approved early in December, 1971) No funds were received in El Paso until three months after the staff activity began. And the present CPTF did not meet until late June, 1971.

These delays have harmed the project a little. The staff first tried to meet the same deadlines set for completion of tasks when November, 1970, funding was expected. Time was limited for the Diagnostic Inventory, for the teachers' survey, for CPTF orientation, and for setting priorities, goals, and objectives. The staff has been a whirlwind of activity. But the staff and TREND would have been better served had realistic deadlines been set for El Paso when the money was finally obligated.

(d) Three months after TREND began, the CPTF was reconstituted to meet community demands for a stronger voice (the earlier group was actually called an Advisory Council). Instead of the LEA administration nominating and selecting all members, as was done the first time, the new CPTF included sixteen (of the total thirty-four) disadvantaged community representatives and teachers and principals chosen by the community and accepted by the LEA for the CPTF. In all, the community's choices were for twenty-four of the thirty-four positions.

(e) The OE objectives have been understood well in El Paso. By December, 1971, the tasks accomplished included the needs assessment and most of the Diagnostic Inventory. Though no needs assessment report has been written, the oral presentations have

been warmly recieved by the CPTF, Board of Education, OE, and TEA. And the analysis seems to have been well done. Progress had been made in determining federal resources and in setting priorities, goals, and objectives.

(f) Most of the tasks have been performed by the staff and reviewed by the CPTF. This is somewhat surprising considering the activism of many CPTF community representatives and may change since most remaining tasks lend themselves to the CPTF being the key decision-maker.

(g) The staff's rapport with and mutual respect for representatives on the CPTF has grown as TREND has progressed. The credibility of the TREND process has been aided by the appreciation of the dedication of the staff by the Board of Education, LEA administrators, and community representatives.

(h) Particularly in the needs assessment, the staff has received valuable developmental assistance. Sources include OE, some LEA evaluation experts, several divisions or offices of the Texas Education Agency (especially, Planning and Evaluation), a local university professor, and Akron and Portland TREND projects. The lack of time before the end of the school year (1970-71) forced El Paso staff to use Akron's existing teacher survey instrument and methodology. The El Paso staff created new instruments for the fall, 1971, surveys of parents and students. The staff analyzed the data themselves. The major emphasis was on the need for teacher training, to become more sensitive to the special needs and expectations of the disadvantaged students, most of whom are Mexican-Americans.

(i) The staff has no plan for the evaluation of their project. They have planned to use this report to satisfy Title III's requirements for an annual evaluation.

(j) Because of pressure from the CPTF, the tasks of setting priorities, goals, and objectives has been combined with the task of outlining future TREND projects. This may distort the former task.

(k) Persons in El Paso have developed high expectations for OE funding for new projects. Their expectations may be above those which OE can meet, given the limited discretionary money available. This would make El Paso school and community people more skeptical of OE and federal promises and less willing to participate in programs.

C. Newark

1. Reasons for and Method of Selection

Newark was selected as a TREND site by OE and the New Jersey State Department of Public Instruction as an LEA and city that had a unique opportunity for change because of a new city administration and some new Board of Education members and a site with a high proportion of disadvantaged children. Newark also has a Model Cities Planned Variation Program, wherein the Mayor seeks to plan various programs on an integrated basis, into which TREND might fit well.

2. Organizational Structure of TREND

TREND in Newark is situated under the Director of Federal Programs, who is directly under the Deputy Superintendent. The staff is to consist of three professionals (a Director, a Research Director, and a Community Liaison Specialist) and a secretary. Through the middle of December, 1971, however, no permanent staff had been hired.

More support would be shown were the project tied directly to the Deputy Superintendent. But the link with the Director of Federal Programs is a natural one.

From June, 1971, when operations began, TREND's staff consisted of an Acting Director (full-time until October, 1971, and part-time since then) and a secretary. There are a number of reasons for the delay, which are addressed below in Section 4, "Objectives."

It may be noted that the Mayor and Superintendent have the power to veto nominations for the CPTF and to select members -- a power which the Mayor has exercised. The city administration, through the City Demonstration Agency, also has veto power over staff selections. These extra steps have added several weeks delay in accomplishing these tasks.

3. Funding

Funding has not been a problem for Newark, although the LEA had hoped for more positions from OE. The TREND budget is $86,840 from discretionary Title III funds, slated to run for a period of seventeen months

(from February, 1971, through June, 1972). There are three professional positions in the budget -- one administrative, one for research and evaluation, and a third for community liaison. Newark had requested and OE TREND hoped to find funds for a fourth position -- the Director, who would be selected by the SEA -- but no funds could be found for the position. Considering the limited budgets of other TREND sites, Newark has not suffered in its budget.

Thus far, the funds have scarcely been tapped; only the secretary has been hired for the permanent staff. A consultant did work for TREND as the Acting Director for three and one-half months, paid in part by TREND. No discussions are known to have occured on an extension of the time during which the grant is to run, but such an extension would not be unlikely since no permanent professional has been hired.

4. Objectives

The LEA administrators have a good understanding of the TREND objectives OE has suggested. They have added emphasis to the role of the CPTF, not just as a source of input from the community into TREND but as a decision-maker throughout the process. They know only too well the problems brought about by the presently fragmented approach of federal funding and look for improvement in the education of disadvantaged children through the approach TREND suggests, with the detailed tasks leading to a consolidated grant application and joint funding.

The milestones chart set by Newark TREND is a disaster. Tasks that were to have begun early in 1971 have not yet been started and, as of mid-December, 1971, no permanent professional staff had been approved -- let alone hired. But, Newark has had unique problems beyond the control of the LEA which have in general caused the delays. At about the same time that project operations were to begin, the LEA was beset by an eleven-week teacher strike. Afterwards, representatives of community groups, the LEA, and the city administration agreed that a consultant might be hired as Acting Director to help in the process of the selection of a CPTF. The CPTF would then select a staff, which would be subject to approval by the city administration (the CDA City Demonstration of Model Cities) and the Superintendent of Schools.

From mid-June through September, 1971, TREND efforts were devoted to forming a CPTF agreed to by community leaders and groups, the Mayor and the Superintendent. This lengthy process was required because of the strong voice the various parties have in school projects targeted for the disadvantaged community. First, the numerous groups in the community were informed that a CPTF was going to be formed; then, an ad hoc task force met a few times to suggest CPTF members. The list was sent to the Superintendent and the Mayor, with the latter making some changes in the selections in order to bring in more common representation between his Task Force on Education and the TREND CPTF.

From September until December, 1971, the CPTF received orientation and training, began planning a needs assessment conference, and interviewed and selected some potential staff members. These staff selections were sent to the CDA for their approval in December, 1971.

It is clear that the TREND process in Newark operates in a cumbersome fashion. But approval from the various sources is required for any project with the kind of impact on school projects and children that TREND is designed to have. It would be helpful if the machinery were to move faster, so that decisions would be made more quickly. Everyone expects that the tasks will be accomplished more swiftly than have the initial steps once the staff is hired. It may, however, take a period of adjustment for the staff to be trained in the new positions. Also, community groups, such as the CPTF -- even when they meet frequently as has Newark's CPTF (every week or two) -- naturally take more elapsed time to accomplish tasks than do staff members on the job full-time. Newark has a "working task force," one that will make decisions, with staff assistance and will take a good deal of time to reach the grant application task.

5. Linkages

(a) Within LEA: Top LEA administrators express their support for TREND as a priority. The Director of Federal Programs is a member of the CPTF, representing the Board of Education, and the Deputy Superintendent occasionally drops in on meetings. How much assistance present personnel will render TREND can only be guessed. But, it is clear the

LEA cannot direct the CPTF's activities and it is questionable whether LEA nudging would have hastened the achievements of TREND to date.

(b) With OE, Washington: OE has sent representatives to Newark to gain acceptance for TREND by the LEA, to offer developmental assistance, and to serve as liason at some CPTF meetings. They have helped to spur Newark to attempt to speed up the process a few times, with limited success. Because of the proximity of the regional OE representative, the limited OE travel money, and the limited tasks Newark has addressed, OE Washington has been less active with the site than the Regional Office.

(c) With Regional HEW: A special Project TREND Officer has been appointed to assist Newark from the Regional Office. He has been very active in helping to identify available resources for CPTF orientation. TREND has been set as one of the Regional Commissioner's Objectives for the current fiscal year, partly from the Project Officer's efforts, and the Regional Office has set up a task force to aid Newark TREND. They (the Regional task force) have assisted in the orientation and training of the CPTF in explaining the scope and content of programs available to disadvantaged students. And, the TREND officer has been a major resource on which the CPTF has called for planning.

(d) With the New Jersey State Department of Education (SEA): The New Jersey SEA has provided Newark with the staff it has had thus far. The Acting Director was on loan from the SEA, paid by TREND as a consultant, during the time that he was full-time on TREND. Since October 1, 1971, nominally he has been a part-time (1/8 or 1/4 time) advisor to TREND, paid by the SEA. Actually, he has devoted many more than five hours per week to TREND and he has continued as the Acting Director, as well as serving as liaison to the SEA. He expects to be able to limit his role to assistance and liaison after the staff is hired.

(e) With the Disadvantaged Community: The disadvantaged community is large and has numerous articulate spokesmen in Newark. The LEA had task forces playing key roles in school projects before TREND came into being. Therefore, everyone recognized the leadership role that the CPTF would take. The Acting Director has consistently supported this. It was chiefly because of the numerous community spokesmen that selecting an ad hoc committee and a CPTF took so many meetings and so many months. TREND would have been doomed from the start had the members of the CPTF been selected by the LEA and imposed upon the community. As it is, there appears to be broad community support for the CPTF and TREND.

(f) With the City Administration: The role in TREND of the Mayor and CDA, which is a part of the city administration, have been described above. The Mayor has also created a Task Force on Education, which is looking into the total educational program of Newark, not just special projects for disadvantaged children who are TREND's target group. The Mayor's Task Force is advisory. It includes members of the Board of Education, of the CDA, and of the various segments of the community. Its function is to suggest concrete recommendations on rectifying the ills of the school system. Five of its members are also on the CPTF: some of them were appointed by the Mayor in order that there be coordination between the CPTF and his Task Force.

Newark is also a Planned Variation Model City. This program of the U.S. Department of Housing and Urban Development (HUD) allows the Mayor to approve or disapprove projects as an integral part of his comprehensive planning. It is not yet clear how this program will impact on such matters as TREND project applications.

6. CPTF

(a) Organizational Structure: The CPTF has the following membership:

10 - Parents
6 - Representatives of organizations
1 - Representative of principals
1 - Representative of teachers
1 - Representative of students
1 - Representative of the Board of Education

20 - TOTAL

Some of the parents also represent other groups. One is a member of the Board of Education and the Mayor's Task Force on Education, and another works for the CDA and is on the Mayor's Task Force. One of the organization representatives works for the Model Cities Neighborhood Commission and heads Title I Parents Advisory Council. Many others represent other groups, including business groups.

The Ad Hoc Committee had eight nominations of the twenty changed by the Mayor, to gain better representation for various organizations including his Task Force. There have been some recent changes, with the CPTF nominating and the Mayor and Superintendent agreeing to new members to replace old, inactive members (one member changed his category).

The CPTF elected officers and set up a personnel committee, which interviewed applicants for the staff, rated them, and presented their suggestions to the full CPTF.

(b) Groups Represented: Included among the groups represented are the Title I Parent's Advisory Committee (a link OE has suggested), two other educational programs, Model Cities (CDA), and three other community groups. The parents include leaders of other organizations, some with multiple ties. Nearly all, if not all, members have had previous experience working on projects dealing with education.

(c) Model Cities: Model Cities is now represented by a few people on the CPTF, including the chairman. When Newark applied and was approved for TREND funds, however, Model Cities Newark was not represented. Upon learning of TREND with its obvious impact on the Model City area (all of Newark), the CDA sought and was granted a voice in TREND.

The state's Model Cities Program had a representative sitting in, but he said he did not represent the local Program. A CDA representative has since been a part of all meetings of the ad hoc committee on CPTF. Model Cities signed off on TREND after being given veto power over staff selections, on behalf of the city administration. The Mayor's changes in the membership also increased Model Cities representation on the CPTF. No problems have occured since between Model Cities and other groups involved in TREND.

(d) Role of CPTF: The role of the CPTF has already been described. Briefly again, they are the key decision-makers in TREND (subject to review at times) and are a working group. They are making staff selections, subject to veto by the CDA or Superintendent. They will use the staff as resources; they are expected to continue to conduct activities as well as to make the initial decisions. They plan to conduct the needs assessment survey possibly before a staff has been hired. Clearly, Newark's CPTF is not a mere advisory body.

(e) Orientation and Training: The Acting Director, with assistance from the Regional HEW Office, has conducted orientation and training for the CPTF -- generally, in small groups. There have also been meetings with all groups represented -- described under "Linkages" -- at which the TREND process has been discussed. These meetings have focused on speeding up the process. In any case, the CPTF members have benefited from the training and are, generally, familiar with the TREND process.

(f) Effectiveness of CPTF: The CPTF in Newark has been extremely active, rarely going for more than two weeks without a meeting. They also had a personnel screening committee, which spent several hours for each of a few weeks interviewing and judging staff applicants. There has been some problem with attendance, but there is an active core of members that generally attend and are able to keep the thread of the process going. For a group of extremely active volunteers,

the CPTF has been effective, having received some orientation, chosen some staff nominees, and planned a needs assessment conference. But it may be difficult for TREND to meet milestones of any reasonable duration if the CPTF is forced to perform a large proportion of all tasks. The review of their decisions should end except for CDA monitoring and evaluation once the staff has been hired, so TREND and the CPTF can move more expeditiously.

None of the specific tasks in the TREND process beyond CPTF formation had been performed by mid-December, 1971, for reasons discussed above. However, a needs assessment survey to be conducted in a one-day conference was being planned for January, 1972. It is expected that the CPTF will get assistance from the HEW Regional Office and the LEA as well as the former Acting Director, but it is the CPTF members who will implement the plans. Plenary sessions and workshops will provide for informing the participants and for soliciting their oral and written opinions on the needs of disadvantaged students in Newark. Widespread parent and community participation is hoped for. A similar community conference was held in 1971 for Title I, with a large turnout (hundreds of persons). One of the organizers of that conference is one of the CPTF members who is most active in planning TREND's conference.

8. Evaluation of TREND

No evaluation plans have been formulated except in the original planning grant application, where the plan was to have the research and evaluation specialist plan and direct a self-evaluation of Newark TREND.

9. Key Findings -- Newark

(a) Newark TREND has been beset by delays. The milestones for nearly all tasks are several months past. But no one could have foreseen the eleven-week teacher strike. Nor did the plans envision the lengthy delays in forming a CPTF, because of the many community voices which had to be heard and because of the unique review function called for and granted by the city administration and LEA. These delays are not expected to recur once the staff has been hired.

(b) The CPTF is almost the operator of TREND in Newark. A great deal of assistance and training and orientation has been rendered by the Acting Director, who remains active as a part-time consultant from the SEA. Together, they are planning the needs assessment conference as a means of surveying perceptions of the needs of disadvantaged students.

(c) The review function of the city administration has been an active one, with several CPTF nominees suggested by the Ad Hoc Committee replaced by choices of the Mayor; these changes bolstered the linkages to the CDA and to the Mayor's Task Force on Education, which is looking into suggested ways of meeting all the ills of the LEA.

(d) The local Model Cities program was not represented initially in meetings about TREND. After voicing some complaint about their exclusion, they were given (CDA) representation and a veto power over staff selections.

(e) The CPTF has been extremely active and has begun to make some headway in the TREND process.

(f) The Regional HEW Office has given a great deal of assistance to TREND in Newark. The SEA's contribution has been even greater, since the chief liaison has been serving as Acting Director until a staff is hired and will continue to devote several hours a week to TREND.

D. Portland, Oregon, Public Schools

1. Reasons for and Method of Selection

The Office of Education chose Portland as a TREND site because of the innovative steps Portland has been taking, especially in management processes such as the installation of a Program Planning and Budgeting System (PPBS), and because of Portland's desire to install a system which would help its comprehensive planning and might result in better education for its disadvantaged children. The LEA administrators did not have to be "sold" TREND. They only had to be informed about it by OE for them to begin planning for it.

2. Organizational Structure of TREND

TREND in Portland has a Director and a secretary, both full-time. They are located in the Office of the Superintendent, directly under the Office of Intergovernmental Relations. The original TREND planning and occasional higher level policy questions have been handled by the latter office, which is the central administrative office for all programs funded by outside sources.

Because of his direct tie to the Superintendent of Intergovernmental Relations, the Director is able to give TREND strong support. The Director is an ex-officio member of the TREND Councils and is kept informed of TREND's progress.

The Director of Project TREND is responsible for nearly all TREND matters. He is a former principal of a Title I school and a former teacher. Portland has accorded principals a good deal of project decision-making as to which programs to apply and how to shape projects. Thus, the TREND Director brought to his new position both administrative experience and experience with the problems and possibilities of federal projects for disadvantaged students. He has performed well in managing the project and in helping TREND Councils move through the process. He also has kept other persons inside and outside the LEA well informed.

TREND is located in a logical position in Portland and seems to have been given high level support.

3. Funding

Funding for the planning phase in Portland is only $59,768 for a period of sixteen months. The funds are from Title III discretionary money.

The budget in Portland is odd compared to other TREND sites: it is the only site to pay stipends to members of the CPTFs (Area TREND Councils), although its monthly budget is well under those of other sites. However, Portland had its needs assessment done by an outside contractor, the Northwest Regional Educational Laboratory (hereafter, NWREL or the Lab), at the bargain rate of approximately $12,500. This bargain rate resulted from the fact that half NWREL's budget is paid by OE. Otherwise, the NWREL work might have cost well over $20,000. Thus, Portland TREND really received an in-kind contribution of more than $10,000. Added to the regular budget, this contribution brings the Portland budget more in line with other TREND sites. But, the amount is somewhat limiting for Portland because of their unique TREND CPTF: corresponding to the three areas into which the school system is divided, TREND set up three Area TREND Councils. Many of the TREND tasks require staff background work, which relate closely to the process used and determinations made by the Area Council. Because of the three independent Councils, Portland had a need for a larger staff than other sites which only have single TREND CPTFs. The budget was insufficient for meeting the real manpower requirements. The Director has managed to give admirable support to the Councils, but the lack of a larger staff has posed a hardship on both.

Portland also had a small delay in funding. Preplanning took place without funds from November, 1970, through January, 1971, when the grant application was completed and sent to OE. The grant was approved and money obligated in March, 1971. That put TREND four months behind schedule in selecting the staff (the Project Director) and moving on from there through the TREND process.

4. Objectives

(a) Comparison with OE Objectives

Most of the persons interviewed in Portland had a good understanding of the OE TREND

process and TREND tasks that they should perform. Some of them even recognized the need to examine and possibly modify current projects. A few persons did place some emphasis on TREND as a means to receive more funding. But, by and large, there was an interest in a better delivery system for federal funds and greater impact and improvement in the education of disadvantaged students.

(b) LEA Performance Objectives

Portland's application for planning funds included nine performance objectives. The objectives -- quoted from the grant application -- and our assessment of the progress made toward achieving them are as follows:

(i) Operational Products: "A comprehensive assessment of the educational needs of disadvantaged students acceptable to a majority of the membership of the TREND Councils will be written by the TREND staff."

The needs assessment was written, with most of the work performed under a contract by the NWREL. The majority of TREND Council members did accept and approve of the needs assessment and report, although they were unhappy with some things about it (as a consequence of time limitations) which they felt altered the results. The needs assessment is addressed more fully below, under Section D, 8.

"A strategy, sensitive to the needs assessment, to consolidate and coordinate grant applications for funds from local, state, and federal sources will be written by the TREND staff. At least 75 percent of the agencies involved in this strategy will accept its provisions within the year following its being written."

"A comprehensive project application will be written by the TREND staff. It will include presently existing program elements, new program elements, and modified existing

program elements. It will receive endorsement by the TREND Councils and will be accepted by 75% of the agencies to whom it is submitted."

At the time of the last visit of the evaluators to Portland (mid-November, 1971), these steps had not yet been taken. The TREND Councils, with staff assistance, were trying to determine priorities, goals, and objectives based on the needs assessment, which they found to be a lengthy process. A decision seems to have been made that current projects or program elements will not be examined and modified by the TREND staff or TREND Councils. Many persons in the LEA, especially principals and their staffs, expressed unhappiness with the idea of TREND being given the role of examining and modifying projects. At present, the principals and their staff generally determine the substance of the projects, subject, of course, to administrative and Board review.

(ii) Operational Processes: "Three TREND Councils comprised of parents of target students, students, representatives of agencies, and staff members will meet at least ten times each with a 75% attendance average."

The Councils have been formed and have generally met monthly with about a 70 percent attance rate. Thus, they are likely to meet or nearly meet this objective.

"Members of the TREND Councils will demonstrate that they are involved in project planning as measured by their responses to questionnaires designed by the TREND staff."

No such questionnaires are known to have been distributed. But the actions taken by the Council in analyzing the needs assessment and developing priorities, goals, and objectives indicate that they are involved in project planning.

"TREND staff members will demonstrate increased proficiency in planning and budgeting processes. Acceptable increase in the

proficiency will be determined by rating scales developed, administered and scored by subcontract."

No subcontract has been let, to the knowledge of the evaluators.

(iii) Management Processes: "The project manager will incorporate the ideas of the TREND Councils and the target population in the planning of program elements. Evidence of the attainment of the objectives will include the final report and the minutes of all meetings."

As explained above, the TREND Councils have been involved in decision-making and planning. The minutes do reflect this, as do the processes themselves and interviews with Council members.

"The project manager will write a final report for dissemination to other educational agencies, including the Office of Education, regional laboratories, other TREND school districts, Region X (OE), state departments of education, and inquiring educators."

The project is not nearly up to this step, but the Director is keeping good records of the TREND process, which will allow him to meet this objective.

"The project manager will identify and make use of skills and abilities within staff and the TREND Councils in assessing needs, stating goals and developing plans for program elements. A questionnaire will be designed to measure success in this objective."

Council members' skills are being used extensively. To date, no questionnaires have been used to measure success.

(c) Time Lines

The time lines set up for the project have been shattered, first by the funding delay and later

by the reality of how much time is needed to accomplish tasks. As of November, 1971, the TREND Councils had not finally set priorities, goals, and objectives. The needs assessment was done in about ten weeks through an all-out effort by the NWREL. But the dynamics of groups with significant community input have caused a tremendous stretching out of the time span to complete the needs assessment, set priorities, goals, and objectives. (More discussion on this appears below.) Portland had planned (in November, 1970) to submit their consolidated grant application before July, 1971.

5. Linkages

(a) Within the LEA: TREND has received good support from other personnel within the LEA. Initially, the Director of the Office of Intergovernmental Relations did the TREND pre-planning and drafted the grant application. He and his staff have continued to aid the project, most notably by supplying data for use in the needs assessment. They are likely to assist in drafting the consolidated grant application. Some technical assistance was rendered by the Division of Evaluation, particularly in refining the survey instruments used in the needs assessment. Since they are directing the implementation of PPBS in the LEA, they will probably assist TREND in drafting budgets and the consolidated grant application. There has been a fair amount of support within the LEA. Top administrators have expressed strong commitment to TREND and they are well informed about it. Some of them have fears, however, that the OE staff will be unable to garner the money to meet their consolidated grant application requests.

(b) With OE TREND, Washington: OE has rendered Portland some, but not a great deal, developmental assistance. OE's small TREND staff and the great travel time and expense have held down the amount of aid. Portland TREND has also had some other sources of developmental assistance available, including those within the LEA. The LEA includes persons more capable and experienced in pertinent areas than are usually found in school

systems. Nonetheless, in this newly developing project, OE guidance has been a leading ingredient for the staff in performing TREND tasks and duties.

(c) With Regional HEW: The Regional HEW Office provided substantial assistance to Portland TREND in pre-planning and in drafting the planning grant application for the project. Since then, the representative of the Regional Offices has been a listener and has served as liason. As Director of School Systems, the representative handles a broad range of programs, including Vocational Education, School Assistance in Federally Affected Areas (SAFA), TREND, and Model Cities. Because he was aware of the OE requirement for Model Cities signoff and involvement where the project impacts on the Model Neighborhood, he had Portland TREND get the signoff before operations began and had the LEA keep Model Cities informed.

(d) With the Oregon State Department of Education (SEA): The Oregon SEA has been mainly a listener and liason to Portland TREND. The Executive Secretary of the Intergroup Human Relations Commission was designated by the State Superintendent of Instruction as his major liason. Staff members of Title III and Title I have also met with the LEA about TREND from time to time. The Title III staff have set out their requirements for an end-of-fiscal year report, but the limited manpower of the SEA has not allowed them to devote much time to TREND.

(e) With the Disadvantaged Community: Families whose children are Title I and TREND "participants" -- the "disadvantaged students" of Portland -- are somewhat dispersed and not really a community, except for the small number of black, low-income families. Some of the groups commonly felt to represent "the disadvantaged" are well represented on the Councils (Model Cities and the local Community Action Agency, the Portland Metropolitan Steering Committee -- PMSE). Some of the "disadvantaged" (Title I) parents and some of the groups representatives are not themselves

"disadvantaged" but they are articulate and do seem to express the viewpoints and interests of the target population. The TREND Director has worked hard and well in keeping everyone apprised of TREND's progress.

(f) With Other TREND Sites: Portland's needs assessment survey report was used as background for El Paso and has been distributed for use at late TREND sites (especially the six in the second-round). Portland TREND also put together a package of memoranda, minutes of Council meetings, and background papers which have gone to those sites and to San Jose. The San Jose TREND staff also visited Portland and exchanged ideas and experiences about the needs assessment and other facets of the TREND process. Portland has also kept a good record of their evolving project, so that it might be replicated by other sites.

6. Area TREND Councils (Councils)

(a) Organizational Structure: There are three Area TREND Councils, Portland's equivalent of the CPTF, set up to correspond to the geographic structure of the LEA. It is difficult to describe the structure of any of the Councils for several reasons: first, they have a mixture of "regular" members and ex-officio members, with the lines between the types of members nearly non-existent. Ex-officio members are in some cases more representative of the target group than regular members and they vote at times (though most decisions are reached by common agreement). Furthermore, members serve in multiple roles, e.g., as representatives of groups, agencies, or schools, and as parents at the same time. There are a total of about sixty-five positions (some persons are ex-officio members of more than one Council) on the Councils. Some forty to fifty percent of the members (not counting ex-officio members) are parents and there are a couple of Model Cities and PMSC representatives on each Council. Both professional and lay representatives of those groups are included, though the

professionals have played a larger role. The membership does appear to fall within the suggested OE guidelines.

The Councils also set up an executive committee, composed of the leadership they elected, to coordinate the movement of the three Councils through the TREND process. The LEA had planned to have the staff occupy these positions but the Councils chose their own leaders, mostly parents. This committee has not made decisions for the Councils. They have suggested alternative approaches to tasks, with a common framework for the three Councils.

The Councils also have set up subcommittees, to analyze the needs assessment data on different bases (e.g., by grade level in one case and by need groups in another) and to identify resources.

(b) Funding: Portland has paid their Council members who do not get regular pay for time spent at Council meetings (probably everyone but LEA, Model Cities, and PMSC professional representatives) stipends of $10 for half-day sessions or $20 for full days. Originally, expenses such as baby-sitting fees and carfare were to be paid, but the stipends proved easier to administer and fairer to persons taking leave. The payments may be in part responsible for the relatively high rate of attendance in Portland, compared to other TREND sites.

(c) Groups Represented: Teachers, principals, Model Cities, PMSC, and Title I parent Advisory Councils are the major groups represented. The representatives tend to be very articulate. Some have only recently elevated themselves above positions of socio-economic disadvantage, while others are still in that condition. In any case, they represent the target population well.

(d) Model Cities: Model Cities has been kept well informed and highly involved in TREND from the early planning stages. They were asked to and

did sign off on the project at the start of TREND. The staff of the CDA and the lay leadership of the Model Neighborhood Commission are both represented on the Councils. Relations between TREND and Model Cities have been smooth.

(e) Role of Councils: The LEA in their planning grant application expected the Councils to play a reviewing role, which would supplement the role of the staff. Because the staff was so small (only the TREND Director and his secretary) and because the Director believes strongly in the value of community input, he successfully influenced the Councils to become working task forces. The Councils have been re-writing the procedures (and milestones) under which TREND has operated in Portland. They are the decision-making bodies (subject, of course, to the legal authority of the Board of Education).

They suggested items for inclusion in the needs assessment surveys. They conducted a lengthy analysis and transformation of the data gathered in the needs assessment done by NWREL and have been deciding the priorities, goals, and objectives, with the benefit of guidance and some analysis from the TREND Director. They will decide which project-needs to pursue and may play other roles not originally anticipated for them.

The SEA (Title III) asked to have TREND participants fill out a chart listing their roles in TREND tasks and activities. No forms were filled out by Council members as such but some local PAC members (parents) completed the forms. There were no surprising results, but one self-analysis is somewhat revealing. Persons in the category "Local School," which included both staff and local PAC chairmen, generally put themselves in the role of those with the primary task responsibility (planning and implementation). Without a separation of staff from PAC chairmen, one cannot be sure how many in each category answered, but signatures indicate that some local staff members saw themselves with the primary responsibility for setting goals at all levels, identifying resources, preparing, reviewing,

monitoring, and evaluating the plan. They seem to want to relegate the TREND Councils to an advisory role. This corresponds to their aversion to a TREND review and modification of the operation of current projects.

(f) Orientation and Training: Portland hired NWREL to help run the orientation of the Councils, using a problem-solving/communications model (Research Utilizing Problem Solving Techniques or RUPS) for a major portion of the workshop-orientation. Sessions were conducted over a three-day period. The sessions constituted the initial contact of most Council members with TREND. Twenty-four of thirty-seven "regular" members participated. Unfortunately, most of those missing the sessions were those most directly tied to the target population -- parents and students. It is unclear how many ex-officio members attended. The background information about the TREND process and programs for the disadvantaged did assist the Council members. It led to Council requests for more information and for briefing sessions with top LEA personnel to gain support and commitment. Upon further Council requests, two more PAC Title I representatives were added to each Council and PMSC staff were made "regular" members rather than ex-officio members. The TREND staff was asked to "re-recruit" absent appointees.

The sessions would have been more valuable had there been greater attendance of student and parent members. Perhaps better attendance could have been achieved through more advanced notice or the selection of a better time.

(g) Effectiveness of Councils: The Councils have been effective as decision-makers. Unfortunately, however, as generally occurs with a group of persons of such diverse occupations and with such busy schedules, their activities consumed many more hours than the planners originally anticipated. Therefore, all milestones that the staff has set and re-set have fallen by the wayside. In fact, milestones have been fairly well abandoned. One of the problems causing delay was

the unhappiness that many members felt with the needs assessment done by the outside contractor, who had worked under tight deadlines. Another problem was the common dilemma of groups: their meetings often deal with side issues and the time that the group can spend on tasks is quite limited compared to the time a full-time staff could devote to tasks. However, Portland's TREND process, because of the major role of the Councils, will result in a truly community-oriented plan and consolidated grant application.

7. Diagnostic Inventory (D/I)

The Diagnostic Inventory took about five days to complete over a two-week period. Most of it called for the TREND Director to have his former colleagues -- principals and administrators -- fill out some information about how they make decisions and how the LEA's management process flows. The D/I has proven to be of some slight benefit to OE visitors to Portland and has had almost no benefit for TREND there. The TREND Director already knw about as much of this process as he might have learned from the D/I.

8. Needs Assessment and Following Tasks

The needs assessment survey was conducted by an outside contractor, NWREL. Because OE provides half of the Lab's budget, the Lab designed and performed the survy at a low cost and as a crash effort, in a period of about ten weeks. Teachers, parents, and students were surveyed. All data in the surveys referred only to the target population. The Lab was paid $12,500, of which $3,750 was paid to members of the LEA staff and to parents for their efforts, including completing the surveys. The payments to the last two groups were needed to meet the tight deadline. Other steps taken to meet the deadline were the selection of a sample of Head Start parents as the only parents surveyed, and the failure to make certain that principals would cooperate with the survey of their students beforehand.

The Councils appreciated the quick work of the Lab, which rushed to get the surveys completed before the end of the school year and in time, OE and Portland hoped, to have a consolidated grant application completed by July, 1971. There were several costs paid

for the crash effort. The Head Start parents were an atypical, unusually active group -- eighty percent of them reported that they were involved in the project. Head Start calls for special parent involvement. But they provided a small, identifiable group which would be likely to respond quickly. The time frame for distribution and collection of questionnaires was only several days.

The student returns were also not entirely reliable, because one of the five high school principals refused to allow his students to be surveyed. He feared that they would respond in order to meet the anticipated desires of the surveys, not in a forthright and honest fashion. More time would have permitted the Lab to make certain that participation would be forthcoming.

Though the Councils do not seem to have voiced this criticism of the survey, OE felt that limiting the survey to the target population rather than including a control group of "normal" students was a deficiency of the survey design, since no standards for comparison were provided. Portland TREND and the Lab felt the identification of status profiles of the students would provide sufficient information about needs. The Lab wrote an extensive report which has been distributed to other TREND sites.

A need implies a standard which should be met. Such standards should be stated explicitly. Further, in order to set priorities, TREND Council members had to have some standards by which to judge the most important needs. The surveys only identifies which needs existed without a clear indication of their intensity, except in reading and mathematics, where system-wide testing has been done regularly and data are, therefore, available for comparison to a control group.

The Council members used the Lab's data to draft statements expressing the identified needs. They set up sub-committees to determine initial priorities by general areas of need. The Councils then rated each statement of need numerically. The Director classified the statements by the general area of need, summed the priority ratings, and presented them to the Councils. The Councils were a little surprised with the results and have re-arranged

some of the priorities. They have been frustrated by the results of the needs assessment and priority determinations. Therefore, they are partially rejecting the results and the processes leading to them.

Perhaps none of these problems would have been solved even if a control group had been surveyed and even if more time had been allowed for the needs assessment. But it seems likely that the Councils would have given more credibility to the results of the surveys and standards would have been provided to serve as baseline data against which to measure the needs of disadvantaged students.

The needs assessment surveys (status profiles) did provide some baseline data for the Councils. The Councils finished the needs assessment and used the results to set priorities in a process which, although lengthy, does represent their opinions and findings. Thus, it meets the TREND objective of local planning. The process has also gained for the target community extensive training of lay representatives.

The LEA staff have identified current projects, in the Office of Intergovernmental Relations. The Councils and other groups involved in education in Portland have identified most other resources available to the LEA to meet the needs of disadvantaged students. These groups also have discussed the possiblity of submitting a consolidated grant application for education projects in Portland through another route to OE and other federal, state, and local funds. This might accomplish some TREND goals, particularly a better application and funding process in a different and better way, but its future is uncertain.

9. Evaluation of TREND

The LEA set up performance objectives, which is one means of evaluating TREND's performance. SEA Title III personnel have asked Portland TREND for a limited report -- mainly a description of Portland's activities -- to meet SEA evaluation requirements. The TREND Director has kept records sufficient to enable him to respond. Portland will, therefore, evaluate its own prcject for two groups -- the LEA and the SEA. Probably the same evaluation used for the SEA will meet OE requirements for an evaluation report.

10. Key Findings -- Portland

(a) The Portland school system welcomed TREND as an aid in its development of more effective planning, budgeting, and use of funds.

(b) TREND in Portland is well and logically located to accomplish its purposes. It falls directly under the Office of Intergovernmental Relations which coordinates outside funds and which lies, in turn, in the Office of the Superintendent. LEA commitment is also sufficient for achieving TREND's objectives. Support has come chiefly from the Office of Intergovernmental Relations and the Division of Evaluation.

(c) The budget might have been a problem for TREND. totals only $59,768 (from Title III discretionary funds) for sixteen months. It allows for only a Project Director and a Secretary -- a very small staff, especially considering the makeup of the Portland equivalent of a CPTF (three Area TREND Councils corresponding to the area organization of the LEA). Portland has not suffered too much from the small budget because the Councils have done a good deal of the work on TREND tasks themselves and the needs assessment survey was subcontracted at a bargain rate to the Northwest Regional Educational Laboratory ("NWREL" or the "Lab"), which gets OE funding as half of its support. Also, the TREND Director is an experienced ex-principal of a Title I school, familiar with federal programs and planning. He has performed well.

(d) OE TREND objectives seem to be well understood and well expressed in Portland. The LEA developed nine sound performance objectives for TREND. Final proof as to whether they have been met is not yet available, but the milestones originally set are long past. One cause of delay was tardy funding. A second cause of delay resulted from lengthy Council processes as a consequence of group dynamics. A third cause of delay was the assumption of greater task responsibility by the Councils.

Some interim judgments can be made. The project seems likely to meet or come close to meeting the

the objectives of TREND Council activity (ten meetings in a year and 75 percent attendance), of Council ideas being incorporated into plans, and of Council skills being utilized. A needs assessment was done and accepted by a majority of Council members and the Director will be able to write a final report and should have increased his planning and budgeting proficiency.

Development of a strategy for consolidating grant applications which is "sensitive to" the needs assessment, and drafting of a consolidated grant application, with the strategy and funded applications accepted by seventy-five percent of the agencies involved, may come close to accomplishment. But sensitivity of principals and their staffs concerning their authority to shape projects seems likely to preclude TREND from ever suggesting modifications of existing projects.

(e) Regional HEW support was extensive in pre-planning phases. Since operations began, OE Washington has rendered some developmental assistance, but other outside sources (especially the SEA) -- because of their limited manpower -- mainly have been listeners and liasons to their respective agencies.

(f) The three Area Councils have approximately sixty-five members, including ex-officio members who function as regular members. Title I Parent Advisory Committees, students, LEA, administrators and staff, the local Community Action Agency, and Model Cities are all well represented in accord with OE suggestions. Many persons serve multiple roles, both as direct representatives of the target population and as representatives of groups. Considering multiple roles, Council make-up approximates CPTF suggested guidelines of OE. Councils elected leaders, who formed an executive committee to share ideas and aim at Council coordination. Sub-committees have been used for accomplishment of sub-tasks, e.g., to divide the drafting of needs statements into workable sections.

The Councils have played the leading role in the accomplishment of most tasks, in completing the needs assessment, and setting priorities. They

have been effective, although their work has extended the time lines originally established.

For those who attended, the three-day orientation proved valuable for background and planning. Unfortunately, few of the parent and student Council members were present at the orientation.

(g) A Diagnostic Inventory was written but has had little value for Portland TREND

(h) The needs assessment was sub-contracted to NWREL for $12,500, of which $3,750 was paid to respondents and staff for their survey time. The crash effort, in an attempt to meet deadlines, sacrificed some planning and caused selection of one high school (of five) where the principal refused to allow student participation. The parent group selected was Head Start parents, who are required by Head Start to be involved in their children's educational program, so that survey results were distorted. No control group was used for any survey (except regular, standardized testing), so no standard for measurement of gaps or intensity of needs was present. The needs assessment was, however, a fairly sound profile of disadvantaged students and provided useful data upon which the Councils may base priorities, goals, and objectives.

(i) The Council has performed the lengthy tasks of writing needs statements and setting priorities, goals, and objectives. The Director classified and summed the priorities among needs statements in areas selected by the Councils. The Council is doing a competent job of moving toward development of new projects, with the perspective of the target population clearly in mind.

(j) Portland TREND will evaluate itself, demonstrating its performance measured against LEA objectives and describing their year's activities for the SEA Title III staff, as Title III has requested. The Director will have no problem drafting these reports because he has kept adequate records.

E. San Jose Unified School District

1. Reasons for and Method of Selection

OE and the California State Department of Education (hereafter, "the SEA") chose the San Jose Unified School District as a TREND site for several reasons. (This LEA is but one of four LEAs in the City of San Jose. For convenience, however, we will simply refer to it hereafter as "San Jose" or the "LEA"). The LEA had a new Superintendent who, with many other persons in the community (including the new mayor), was anxious to improve the education of disadvantaged students in the district. San Jose's minority population, especially the approximately thirty percent Chicano population, is rising in its visibility and activism. The city of San Jose was believed to have a good Model Cities Program. It is also a Planned Variation Model City, under which the Mayor is given the power to plan comprehensively for city programs, including those in education. (This special planning assignment has just begun, so no interaction or anticipation of relations with TREND are apparent yet.)

2. Organizational Structure of TREND

The San Jose TREND organizational structure has been modified since the original application was submitted, but the basic location of the project within the LEA remains the same. The TREND Director is the Administrative Assistant for Planning. He reports to the Director of Personnel and Planning, who, in turn, reports to the second-highest LEA administrator -- the Associate Superintendent. The TREND Director divides his time about equally between his two responsibilities, LEA planning and TREND. Formerly, he was Administrative Assistant for Compensatory Education in charge of locating and applying for funding and of implementing and supervising (reviewing, not operating) compensatory education projects. That experience and his earlier experience as a teacher prepared him well for directing the TREND process. It might have been better if he were located in a higher position, closer to the Superindendent and the Assistant Superintendents for Elementary and Secondary Education, as a means of <u>insuring</u> TREND the significant role it needs.

There is one other professional member of the TREND staff. He has the positions as Assistant Director and Director of Community Services for TREND. He is situated in the Urban Education Office and is assisted by the community-oriented Compensatory Education staff there. He coordinates his activities with the TREND Director. To date, this double line of authority does not seem to have caused TREND any problems and the integration of the Assistant Director with the Compensatory Education staff may have benefited TREND.

The Assistant Director is a Teamster on leave. He is a community leader and, in fact, was the Chairman of the Model Cities Neighborhood Commission until he resigned to accept this one-year LEA position. He is not a high school graduate but he brought to TREND a strong community perspective and community support for the project.

Originally, the TREND Director was to devote seventy-five percent of his time to TREND, during the nine months of the planning grant. The Assistant Director was to be full-time for nine months. He was to be assisted for four months by three Community Coordinators. This staff pattern was submitted to OE in early December, 1970.

The project did not really begin operations until July, 1971. By September, 1971, the TREND staff could see that changes in the staffing and budget were necessary. Therefore, the grant was extended three months to a total of twelve months -- from July, 1971, until June, 1972. The Director is now on TREND one-half time and the Assistant Director, full-time for the twelve months. It was agreed that the services of the Coordinators would be available but would be financed out of the Compensatory Education budgets rather than from TREND, since these projects, which have paid their salaries, form the core of TREND's focus.

One other person has been close to being a member of the staff. TREND has hired a college professor with significant and extensive experience in evaluation and needs assessment to provide developmental assistance for the project. At times, he has been quasi-director of the project, in performing or directing the performance of tasks. Despite TREND's slow start, he had already devoted four weeks of time to TREND by early

November, 1971 (when the evaluators last visited San Jose).

The staff had performed their functions adequately in those first few months of operation. The Assistant Director is rather unique. He is more of a community representative to the project than an LEA representative to the target population. This is a bonus for TREND. He and the Community Coordinators have provided a community perspective throughout the setting of goals for the design of the needs assessment survey instrument.

The Director has performed fairly well. In the goal setting, he has delegated a surprising amount of responsibility to the Assistant Director, where he might have played a larger role himself. He has depended on the outside contractor to an unanticipated extent in performing TREND tasks. Unfortunately for TREND, the planning responsibilities of its Director have been quite heavy, which at times reduces the amount of time he has available to spend on TREND. His record-keeping for TREND has been a little lax when considered in terms of replication of the project but fine in order to accomplish other TREND objectives.

3. Funding

The amount of funding has posed only a small problem for San Jose. What has been a problem was the great delay in securing funds. The $79,002 grant in discretionary Title III money was awarded in May, 1971, six months after application was first made to Title III and four months after submission of a revised budget. Official, written notification was not received until early July, 1971. Disagreement over the role Model Cities was to play in the project caused a good deal of the delay.

A budget item that might become a problem is that the time and dollar amount allotted for the services of the outside contractor is being used up quite rapidly, and at a faster rate than was planned.

The funding period was stretched out to run for twelve months, rather than the originally projected nine months -- a more realistic time frame for TREND.

4. Objectives

Only the persons closely associated with TREND seemed to have more than a fleeting knowledge of TREND. The CPTF does not include any Board of Education members. As of November, 1971, no products had been completed about which the Board members might have been informed. The Superintendent, however, is very familiar with the TREND project and its objectives, as are the Urban Education staff and a small group of administrators and teachers, all of whom have assisted in developing goals for the survey instrument and many of whom are ex-officio members of the Title I Parents Advisory Committee (PAC) which is the CPTF. The new liason to TREND has just begun to familiarize himself with TREND.

Those who were closely involved in the TREND process were particularly well acquainted with the needs assessment steps and the improved application and delivery systems that they hoped would result. Some persons emphasized the improved procedures (and the anticipated end result of improved education). Others, particularly some of the persons with a heavy community orientation, emphasized the improvement in the education of "their children", but saw new money as a crucial element in this. One person emphasized the needs assessment task as a means of involving a large number of parents in the improvement of the education of their children.

The revised time lines are being met. The outside contractor has worked through a similar process before and hopes to keep TREND on schedule. (See Appendix B for those time lines.) The fact that he has laid out the schedule, though in conjunction with the staff, is a rather backward situation, although he does have great familiarity with needs assessment and planning processes. Since the staff and CPTF did not develop the behavioral objectives that were to be used in the goals survey, he was forced to. It is true that this is a difficult task, especially for persons without previous experience in developing behavioral objectives. This task was an unexpected extra burden for the contractor and reduced the community's role in the needs assessment, at the request of their representatives.

5. Linkages

(a) Within the LEA: The top LEA administrators have

expressed a strong commitment to TREND. Assistance from LEA staff outside TREND has also been fairly substantial. The Compensatory Education Community Coordinators and a selected group of teachers, principals, and central office project administrators have assisted the TREND staff in developing goals.

(b) With OE, Washington: OE, Washington, staff provided a good deal of assistance in getting TREND started. Washington staff from Titles I and III accompanied TREND staff to San Jose to try to resolve the problem of the Model Cities role in the project. The OE staff later assisted the TREND staff in reshaping the budget in Washington to meet project needs in a better fashion. Since the project began operations (in the summer of 1971), OE has provided only a small amount of assistance, which consisted mainly of helping San Jose in planning and implementing TREND activities.

(c) With Regional HEW: The Regional Office devoted a considerable amount of time to helping to settle the question of Model Cities' role in TREND. Ordinarily, the Model Cities Program must sign off on TREND applications. The Regional Office agreed to waive Model Cities sign-off for the San Jose TREND grant, under San Jose's special circumstances which we described below in sub-section (e). Within the Regional Office, the liason and developmental assistance functions have been lodged mainly with the Director of Urban and Community Education Projects, whose other responsibilities include Model Cities education projects. San Jose TREND has also been made a Regional OE Commissioner's Objective, a priority in that Office.

(d) With the California State Department of Education (SEA): Various offices or divisions within the SEA have provided assistance to TREND. More aid might have been given but the SEA has been undergoing a reorganization and developmental assistance duties for TREND have only recently shifted to the Division of Compensatory Education. Title III personnel helped write and revise the grant application and have informed San Jose TREND that they are expected to write

a descriptive type of report to meet the requirement for an annual evaluation. The Division of Compensatory Education has recently been enlarged to include most of the programs involving disadvantaged students. Their community relations personnel have attended some TREND meetings in San Jose. They expect to provide more assistance to TREND in the future. One area where they might offer assistance is in drafting a consolidated grant application. The SEA already has developed and begun to test such a document in conjunction with some LEAs.

(e) With the Disadvantaged Community: There was a great deal of controversy, friction, and delay in clarifying the role of Model Cities in TREND. The San Jose Model Cities Program includes parts of four LEAs, of which San Jose Unified is one. There is more than one LEA in the city of San Jose, but only San Jose Unified lies entirely within the city. Only a small portion of the area that San Jose Unified covers is in the Model Cities area, and only four of the seven San Jose Unified Title I schools are in the Model Cities area.

This overlapping geographic maze also caused some conflict among groups about TREND. The question arose whether only San Jose Unified should be included or all of the city of San Jose and all of the Model Cities program area.

There was some resentment by persons in the target population over the fact that OE suggested (a few months after the first application was submitted) giving Model Cities the key role in signing off on (approving) the TREND application and that OE would require that Model Cities be given substantial involvement in the project through the Community Planning Task Force (CPTF). Local resentment stemmed in part from past experiences with Model Cities and in part from the desire to avoid the creation of another group (the CPTF) stacked on top of the Title I Parents Advisory Committee (PAC). The San Jose PAC had been granted new powers by the LEA as settlement of a lawsuit challenging that some Title I funds had been misuses. Many persons in the Chicano community wanted to bolster the PAC's role and saw a separate TREND

CPTF as another group which would draw from the PAC some of its functions and power.

The problem was resolved through community and HEW agreement to waive the Model Cities signoff on the TREND planning grant application and to have the PAC act as the CPTF. Letters requesting permission to proceed in this manner were sent to Regional HEW by the CDA Director (a Model Cities mayoral appointee), by the Mayor of San Jose, and by the Chairman of the Model Neighborhood Commission. The LEA pays one-half the salary of a liason man between the LEA and Model Cities, so there is Model Cities awareness of TREND activities. A signoff will be required and given on future TREND grant applications.

TREND's formal relations with the target population are through the system-wide PAC, which serves and has representatives from the seven Title I schools in the LEA (Title I funds are focused on a limited number of elementary schools to meet SEA requirements). There are also local, school PACs, but the system-wide PAC is the TREND CPTF.

TREND's informal linkage with the target population is through the TREND and Urban Education staffs, who have been active with the target group. This informal linkage has been an unique asset to San Jose TREND and has garnered strong community support and interest in TREND.

(f) With Other TREND Sites: The staff on San Jose TREND has benefited from the sharing of experiences with the Portland project. The San Jose TREND Director, Assistant Director, and outside contractor visited Portland to discuss TREND and to share experiences in planning and operations.

6. Community Planning Task Force (CPTF)

(a) Organizational Structure and Groups Represented: The CPTF is the system-wide Title I Parents Advisory Committee (PAC). There have been some recent changes in the PAC membership. More were expected shortly after the evaluators last visit (November, 1971). At the time of their visit, the evaluators found some uncertainty over who the members were.

There are thirteen parents, two elected by the parents at each of the six Title I public schools and one elected at the one Title I parochial school. There appear to be nineteen ex-officio members of the PAC. (No one seems certain of the accuracy of the list of PAC members.) Twelve of the ex-officio members are in the Urban Education Office, one is a planner and another is from the Department of Instruction, for a total of fourteen LEA representatives. The LEA does not dominate the PAC, however. Many of the Urban Education staff members are oriented toward the disadvantaged community. The TREND Assistant Director and the Community Coordinators are among this group.

Other groups represented on the PAC by ex-officio members include Model Cities (the CDA, represented by its liason man), the Community Action Agency and two Mexican-American groups or programs.

Taken on the basis of formal classification, the only parents are the thirteen voting members (about forty percent of all members of the PAC). Their perspective, however, tends to be supported and reinforced by the other PAC members, most of whom are also drawn from the disadvantaged, Chicano population.

(b) Model Cities: The potential role of Model Cities caused a substantial delay in the initiation of TREND operations in San Jose. A part of this problem was that the issue was raised belatedly, only after a good deal of planning had been done. The Model Cities Program (CDA) is now to have a liason man as an ex-officio PAC member. The TREND Assistant Director has remained a member of the Model Cities Neighborhood Commission's Committee on Youth and Education and discusses TREND with the Committee from time to time. Reporting tends to be done on an informal basis, but Model Cities is informed about TREND.

(c) Role of CPTF: The role of the CPTF or PAC is somewhat unclear. A group of eighteen persons did play the major role in developing the goals for the TREND survey instrument. The eighteen included: eleven parents of children enrolled in Title I schools, a Model Cities community representative, two directors of local community

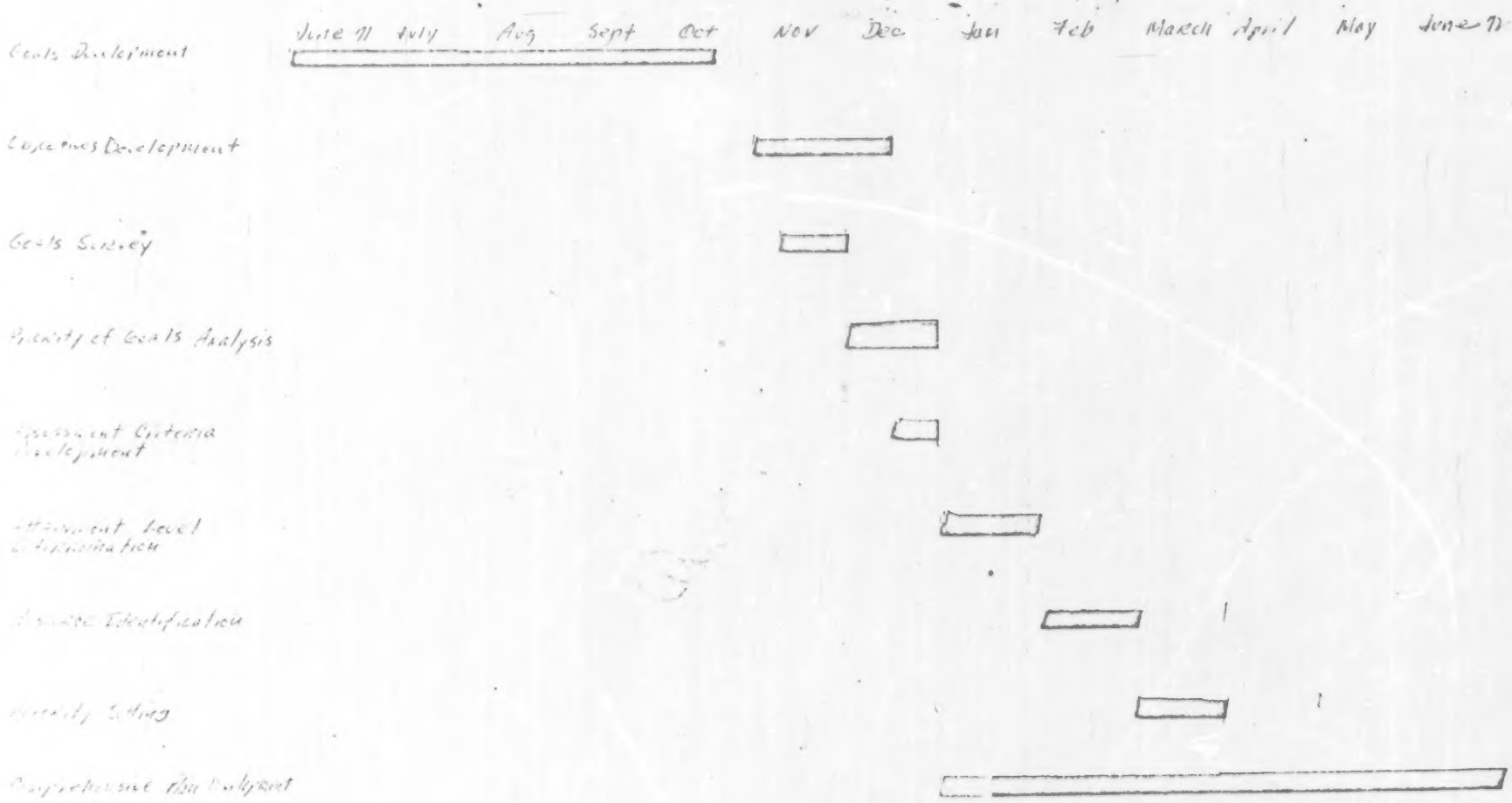
June 11 July Aug Sept Oct Nov Dec Jan Feb March April May June 11
Goals Development
Objectives Development
Goals Survey
Priority of Goals Analysis
Assessment Criteria Development
Assessment Level Determination
Issue Identification
Priority Setting
Comprehensive Plan Development

TABLE A

agencies concerning education, two classroom teachers, and two LEA administrators from the central office. The two TREND professionals were included, one in the last group and the other as a community representative. Some of this group of eighteen are on the CPTF (PAC), but just how many is unclear. It is readily apparent, however, that the group gave TREND a proper community perspective.

(d) Effectiveness of CPTF: It is somewhat difficult to assess the effectiveness of the CPTF because of their uncertain role. The group of eighteen described above have effectively carried out their function. However, it appears that the TREND staff interact with persons representing the target population in an informal and inconsistent way. Some activities have been conducted with a group which included some but not all CPTF members, while other persons not on the CPTF have been included. For example, a group initially received training in teaching others to write behavioral objectives for the TREND survey. The group was composed of about a dozen persons, all of them LEA personnel except for the outside contractor -- who was doing the training -- and an evaluator from Unco, Inc. Some of the persons were some of the same developers present in the group of eighteen, described above. But the group was not the CPTF (or PAC). The CPTF was to supervise distribution and collection of the needs assessment survey, with the aid of individual school PACs. The role and effectiveness of the CPTF remains uncertain and depends on TREND staff decisions on whether to include all of the CPTF members as a group or some of them as individuals able to supply the community input TREND calls for. Thus, there seems to be no harm in this staff approach. There has been significant community input, though not necessarily from the CPTF.

7. Diagnostic Inventory (D/I)

The Diagnostic Inventory was informally drafted by the TREND staff during the summer of 1971. They were advised by OE TREND personnel that the D/I was primarily for their use and training. Therefore, they never completed it as a formal document. It appears to have had very little value for them.

8. Needs Assessment and Other Tasks

The process through which San Jose TREND is proceeding to develop a basis for the consolidated grant application is unique among TREND sites. As set out in Table A , a few months were spent developing the eleven summary goals for the needs assessment survey instrument from a list of forty-one narrower goals. Members of the LEA-wide PAC and the local school PACs were to distribute and collect the instruments. The process is, however, a valid one. One needs assessment survey instrument (in English and in Spanish) was designed for teachers, parents, and students rather than three separate instruments used at most sites. One other step, which lies in the future, has been placed in a different perspective than usual: resources will be identified before priorities are set; this will cast priorities in the framework of available funds. This may limit TREND somewhat, since sometimes well-written and well-substantiated proposals can be "sold" within OE to a program. On the other hand, this may be a realistic way of proceeding in seeking out new money.

The contractor (professor) has laid out the steps -- ones which he has led projects through before -- so, the process will probably flow smoothly. In November, 1971, time lines were being met.

The SEA may give TREND assistance in the development of a consolidated grant application. Another possibility is for TREND to develop a format of their own for the application, as an alternative approach to that task.

9. Evaluation of TREND

The SEA's Title III staff has asked the TREND staff to write an evaluation of the project next spring -- in the form of a diary -- describing TREND's process. As preparation for that report, the staff has outlined the process followed in creating the needs assessment survey instrument. The reporting requirement should be met easily next spring.

10. Key Findings

(a) San Jose's TREND project was selected as an LEA

anxious to improve the education of disadvantaged children, with a new group of leading officials and growing activism of the TREND target population. San Jose was also felt to have a good Model Cities program.

(b) The two-man TREND staff is composed of an administrator-planner, who has overseen the operation of compensatory education projects for several years, and a non-educator, who is well respected in the lay community as a leader of the target population and who also is a man who demands results. His leadership has helped TREND gain community support.

The Director is located in the Office of the Director of Personnel and Planning, who reports to the Associate Superintendent. TREND might benefit more from a location of the staff closer to the top of the LEA's structure. The Assistant Director is located in the Office of Urban Education. This double line of authority does not appear to have harmed TREND in any way. In fact, TREND uses Compensatory Education community coordinators through this second Office. The Director, however, splits his time between TREND and planning, which lessens the time he has available for TREND and may cause some hardship to TREND.

San Jose has also made extensive use of an outside contractor, a college professor, experienced in the tasks and the process that TREND calls for. At times, he has almost been the Acting Director, particularly because of his unique experience with such tasks.

At other times, the Assistant Director has been called on to lead the performance of tasks normally under the leadership of a professional educator-administrator, such as the TREND Director. Despite their unusual distribution of responsibilities, the staff appears to have performed well, with a great deat of assistance and leadership from the outside contractor.

(c) The budget is $79,002 from Title III discretionary funds, spead out from an original nine-month grant to twelve months and now running from July, 1971,

through June, 1972, when the consolidated grant application should be completed. Obligation of funds by OE was delayed from the end of 1970 until July, chiefly because of a dispute over the role of Model Cities in San Jose TREND.

(d) The Model Cities conflict arose from the desire of many persons in the Chicano community (the mainstay of San Jose's disadvantaged community) to avoid entanglement in Model Cities politics The problem also stemmed from the confusing geographic maze of Model Cities, which has parts of four LEAs in it, but includes only four of the seven Title I (and TREND) schools in the San Jose Unified School District. Chicano leaders were upset over the surfacing of the need for a Model Cities signoff and substantial involvement in TREND only after a few months of pre-planning in San Jose had taken place. Letters were written by the CDA Director, by the Model Neighborhood Commission Chairmand, and by the Mayor requesting the funding of the TREND planning phase with no Model Cities signoff and with the only Model Cities formal representation consisting of a CDA staff liason man serving as an ex-officio member of the CPTF. There will have to be a Model Cities signoff on the TREND operations grant application. This compromise agreement was approved by the Regional HEW Office and by OE, Washington.

(e) Objectives of San Jose persons aware of TREND compare well with the OE TREND objectives. Some persons see community and parent involvement as the key objective; some see the needs assessment and setting priorities, goals, and objectives as the payoff; while a few persons have stressed the funding of new, improved projects as the main payoff. They all look to improved education of disadvantaged students as the end result.

The number of persons aware of TREND is somewhat limited but does include the Superintendent and a few other top LEA administrators, as well as those parents, staff, and community representatives active in TREND tasks. In part because there are no TREND products available yet, the

Board of Education has no real familiarity with TREND (although they did approve submission of the grant application).

(f) Extensive assistance was provided to San Jose TREND in drafting and revising the budget and the grant application by OE, Washington, and Regional HEW. Those groups also assisted in gaining an agreement over the role of Model Cities in TREND. Since then, those groups have provided a limited amount of assistance.

Because of the shift of the major responsibility for assistance to TREND among its divisions, the SEA has provided only a limited amount of aid to TREND.

The project has made substantial use of other LEA personnel, especially persons in Compensatory Education.

The target population expressed (and was granted) its demand to be represented on the CPTF by having the system-wide Title I Parents Advisory Committee (PAC) act as the CPTF.

(g) San Jose TREND exchanged experiences and gained some useful background information through a staff visit to Portland TREND.

(h) The CPTF (or PAC) has almost entirely a target population perspective of TREND; all its voting members of Title I parents and most of the participating LEA staff members have a clear community orientation.

(i) The community perspective has been well represented in TREND activities, often by members of the CPTF, but not necessarily within their roles on the CPTF. It is difficult, therefore, to define the role of the CPTF (PAC). The LEA-wide PAC and individual school PACs were to be the vehicle for distribution and collection of survey instruments. Where called upon, the CPTF appears to have been effective, notably in the development of goals.

(j) The Diagnostic Inventory was only roughed out because the Director was advised it was primarily designed to assist San Jose. It appears to have been of little value for them.

(k) The needs assessment process focused on an extensive development and refinement of goals, for the survey instrument, with substantial community input into the process. Parents, teachers, and students were to respond to the same survey instrument. The experience of the outside contractor should insure the excellence of the survey and of its analysis.

(l) A self-evaluation in the form of a diary is being completed to meet SEA Title III requirements for an end-of-year evaluation report.

VII. General Findings, Observations and Conclusions

This section presents significant findings, observations and conclusions based on the five TREND sites as a group. Although there are individual variations, generalizations apply to most of the five sites. Where generalizations do not apply, the variations are presented.

A. Funding

Funding in the planning stage was generally adequate to enable TREND tasks to be accomplished. TREND funds averaged close to $5,000 per month for most sites (see Appendix A). An exception is the Portland site, which had greater staff needs because of its three TREND CPTFs, each with their own separate courses of action. OE should have allowed for such an increased need.

The real level of funding of each site was impossible to measure accurately because it included time that other LEA personnel spent on TREND but was not charged against the TREND budget, which could be categorized as "in-kind" contributions. Such contributions included: (1) savings stemming from the low price charged Portland TREND by the Northwest Regional Education Laboratory for conducting the needs assessment surveys, because the Lab receives half its funding from OE; (2) the services provided TREND by a group of community-coordinators on the San Jose Compensatory Education staff; (3) the extensive work performed by the CPTFs; and (4) the support provided by other LEA staff members to TREND at all five sites, in varying amounts.

Delays in funding were common and, from the outset, caused expectations to be frustrated at every site. El Paso probably suffered the greatest frustration. They thought (incorrectly) that funds had been located first in Title III, then in Title VII. When funds were obligated from Title III, they were greatly reduced from initial expectations. Lack of knowledge about how much money will be obligated interferes with pre-planning and the hiring and orientation of staff before operations begin.

OE TREND also suffered from funding delays in attempting to persuade other OE programs to give up a portion of their discretionary money for TREND sites. Title III

discretionary funds finally became the source of the planning grants for all five, first-round TREND sites.

B. Time Lines

The time lines OE originally suggested for the accomplishment of TREND tasks proved to be unrealistic. Only four months were provided for running the gamut of the TREND process, from orientation through the drafting of a consolidated grant application. The group dynamics invloved in CPTF meetings alone should have been expected to lengthen the time needed for the accomplishment of TREND tasks. After the obligation of planning funds for the sites was delayed, OE suggested that the deadlines for submission of the consolidated grant application remain the same, in order to enable the sites to vie for Fiscal Year 1971 funds for their operational phases. This caused further condensation and distortion in the site time lines, to the extent that some sites simply discarded all schedules.

C. Developmental Assistance

1. OE, Washington: OE assistance was crucial in resolving conflicts at TREND sites and in the planning and implementing of tasks. Although the amount of assistance and value of it varied widely, in every case, Project Directors favored additional assistance from OE TREND. Assistance was limited by the size of the OE TREND staff and available funds.

2. Regional HEW: The Regional Offices played key roles in helping to draw up initial plans and resolving intra-site disputes, such as LEA-Model City Program conflicts. Once projects were underway, most Regional Office representatives acted mainly as liasons to their respective offices.

   Some indications that Regions gave high level consideration to TREND include: most Regional TREND representatives are high level personnel; in a majority of the five Regional Offices with a TREND site in their Region, TREND was made a

Regional OE Commissioner's Objective -- a priority matter; and some Regions set up special task forces, including educational and non-educational personnel, to focus on TREND.

3. State Education Agencies (SEAs): The majority of SEAs have small staffs; thus, they acted mostly as liasons to TREND. There are areas of exception: one SEA has provided extensive developmental assistance, particularly on the needs assessment process. Another SEA was instrumental in resolving an impasse between an LEA and the local Model Cities Porgram. In a third case, the Acting TREND Director for the first several months was an SEA employee, paid full-time by TREND and, more recently, by the SEA while serving TREND part-time.

D. Guidelines

The guidelines provided by OE TREND laid the foundation for LEA planning and implementation of TREND. These guidelines were set out in the Project Director's Handbook, the paper on needs assessment, and the paper on the CPTF. Some LEAs said that they found the documents helpful but were frustrated by OE suggestions that they make certain changes in operations in contrast to suggestions in the guidelines, after local planning and implementation had proceeded forward. This occured most often where CPTFs were established and in relations of the LEAs with Model Cities Programs. Nonetheless, the guidelines were useful and heavily relied on by TREND staff.

E. Objectives

The TREND sites tended to mirror the OE objectives. Emphasis was placed on the needs assessment. An exception, which came mostly from high-level administrators at some LEAs, was the emphasis placed on the receipt of more OE funding. LEA expectations have focused more on this as the LEAs accomplish more tasks and move closer to the TREND operations phase.

Two goals have been neglected, however, at nearly all sites. These goals are: conducting a project that would be replicable elsewhere and conducting a self-evaluation.

F. Organizational Structure

TREND staffs tended to be small, with no more than one full-time and one half-time professional, except for El Paso (which has three full-time and two part-time professionals). TREND is situated within the LEA either under the official responsible for management of federally funded projects or under the top operations administrator. Generally, TREND's location in the LEA organization is adequate to enable TREND to meet its charge. In a couple of sites, however, TREND might be more effective, especially during the project operations phase next year, if it were located in a higher position in the LEA.

G. Management of Projects

The management of projects has been adequate. There are, however, two areas which most TREND sited have tended to neglect. One is record-keeping. A few sites are somewhat disorganized in recording their activities and in their filing and classification systems. These tasks, especially recording the needs assessment and the CPTF-staff process, are critical if projects are to be replicated elsewhere.

The second area of some neglect has been that of keeping key, outside groups or individuals informed about TREND in a systematic way. Often, persons in SEAs, Regional HEW Offices, other divisions or offices within the LEAs and Model Cities appeared to be kept aware of TREND's progress only on the basis of occasional or irregular contacts. At times, this may have lessened the opportunity for outside sources to provide assistance to the projects.

No management guidance or guidelines seem to have been provided the sites from any outside sources. Nonetheless, one site (Portland) has been exceptionally good in meeting these management tasks.

H. Linkages

1. Within LEA: The amount of support from other personnel within the LEA has varied across sites. In some cases, it has been quite extensive (most notably in Akron and San Jose). Top administrators

at all five LEAs have expressed their support and commitment for TREND. One potential role for TREND which has been omitted, however, is that of reviewing the success of current LEA projects in meeting the needs of the target population. Opposition to such reviews has come especially from principals and teachers. OE has never emphasized this task. This has prohibited TREND sites from devising a truly comprehensive child development strategy.

2. With Federal and State Agencies: These were addressed above, under Section VII-C, "Developmental Assistance".

3. With the Disadvantaged Community: Some of the LEAs had uneven relations with persons in the disadvantaged community before TREND. Because of the requirement for a Community Planning Task Force and for Model Cities approval ("sign-off"), TREND has forced LEAs and the target population to join cooperatively in supporting the project (TREND). In some cases, cooperation has come only after heated and extensive disputes. The disputes often centered around the role of Model Cities in TREND more than around the role of the disadvantaged community. It appears that the conflicts have now been resolved in most cases.

4. With Other TREND Sites: In several cases, site staffs have exchanged visits and materials with other sites. The effects of these exchanges were beneficial, expecially on the design of the needs assessment survey. Sites also shared experiences, with mutual benefit for all TREND sites at the two-day conference in July, 1971.

I. Community Planning Task Force (CPTF)

The organizational structure tended to fall within OE suggested guidelines. Voting membership on the CPTFs included twenty to thirty persons, about forty or fifty percent of whom were chosen in their roles as parents of students in Title I schools. Generally,

a few students were chosen. Representatives of community agencies included at least one professional from Model Cities in every case and often included one professional from the anti-poverty (Community Action) agency. Other community agencies were represented, generally by elected representatives, not professionals.

The LEAs' representation ranged from five to about sixty percent of membership. Teachers, principals, administrators, and boards of education generally were represented on the CPTF.

Three of the five sites included a large number of ex-officio members. They generally played the same roles as did regular member, thereby enlarging the CPTFs and increasing the proportion of LEA representation. The impact of their presence varied from a role of support for representatives of the target population to a role where the latter were somewhat inhibited in expressing themselves.

The method by which CPTFs were selected sometimes contributed to community dissatisfaction with TREND. LEA administrators selected all or nearly all members of the CPTF at three sites. At one of those sites, the target population rejected the choices and instead chose their own representatives, which the LEA accepted. This created friction in the project from the start. At another site, the city administration and LEA top administrators demanded, were given, and exercised their powers to reject CPTF members suggested by persons in the community and replace them with their own selections.

Structured, concentrated orientation was provided the CPTFs in two cases. It does appear to have been helpful to participants in clarifying the TREND process, the context of educational programs into which TREND fits, and the role of the CPTF. CPTFs not provided this structured orientation and training appeared to have more muddled roles.

Despite the enlarged size of the CPTFs through the addition of ex-officio members and the high proportion of LEA representatives on some CPTFs, the CPTFs generally were effective in performing tasks. In most cases, they were working as task forces. Usually, their role was more crucial to the TREND process

after the needs assessment survey was conducted than during or before the survey. Although the determination of priorities, goals, and objectives has proven to be a time-consuming and difficult task for the CPTF, they have, nevertheless, assumed that responsibility at most sites (rather than assigning the task to the staff).

J. Diagnostic Inventory

Only two sites completed the Diagnostic Inventory, but two others conducted the management review and simply never put it in final form. The Diagnostic Inventory did not prove to be of much assistance to either OE or the LEAs, and it provided a meaningful training exercise for LEA TREND staff in only one case.

K. Needs Assessment

The needs assessment followed a somewhat similar pattern in the three sites that had conducted them by the time of the evaluators' last site visits. Surveys of the needs of a sample of Title I or "disadvantaged" students, their parents, and teachers were conducted, using separate survey instruments. A control group of "average" students was also surveyed in two of the three sites.

At one of the other two sites the plans were to conduct a survey of these groups using the same instrument for all three. At the fifth site, the plans were to conduct a survey at a one-day conference, with persons from the three groups to be invited.

Two of the three surveys conducted before the evaluators' visit were performed by outside contractors -- one, a university professor, and the other, an educational research and development group. In the two surveys that had not yet been conducted, outside contractors led the planning of the needs assessment survey.

In only one case was the CPTF extensively involved in setting LEA goals for use in the survey instruments. The staff was involved in goal-setting for the survey to varying degrees at the other sites.

L. Other Tasks

Sites varied widely in how many tasks they had performed at the time of the evaluators' last visit. CPTFs played the key decision-making role in most of the tasks that were begun after the needs assessment survey and analysis had been completed. These tasks generally consisted of: (1) determining priorities; (2) setting future program goals and objectives; (3) identifying possible sources of new projects; and (4) defining new project approaches. The TREND staff provided the basis on which the decision-making relied. The staff also tended to perform these other tasks: (1) identify current projects; and (2) draft the consolidated grant application for new projects.

There is no scale by which to compare the effectiveness of the CPTF to that of the staff in the performance of tasks, other than to make the obvious observation that tasks were accomplished more quickly when the staff did them. The tasks performed appear to have been competently performed.

M. Evaluation of TREND Sites

The TREND sites have done very little planning for self-evaluation. OE informed them that they need not begin a long-term impact evaluation. OE neither emphasized nor suggested omitting a short-term self-evaluation. Only one site appears to have planned the nature of its short-term evaluation on its own. In one other case, the TREND staff has laid the ground work for a self-evaluation in response to the request of the SEA (Title III) staff. In two other cases, the staffs counted on this (Unco) evaluation report to serve as their annual evaluation. The evaluators pointed out that that was not the function of this report.

N. Overall Finding

TREND is still a rational process. It started, however, with an impossible burden of work for a small staff. With the proper staff and monetary support from OE, most of the TREND objectives can be met. Some tasks might have been performed better by sites

had OE clarified or stressed them a little more. But, for the most part, the limited progress TREND sites made compared to their schedules was the result of limited OE support for TREND, which was a consequence of TREND's position as yet one more competitor for the discretionary funds of the OE bureaus. The progress made at sites was solid and should assist the LEAs.

VIII. Lessons to be Learned from Project TREND Applicable to a Renewal Strategy

A. Introduction

The new renewal strategy being developed in the U.S. Office of Education, under the program title of the National Center for Improvement of Educational Systems (NCIES) has been discussed publicly but has not been fully defined yet. There are, however, several concepts or activities that are known to be included in NCIES which have also been included in the TREND program. Probably some, but not all, of those concepts or activities have been derived from TREND for use in NCIES. The intent of this section is to point out some problems and some of the positive features of the TREND process that might be applied to NCIES.

Some of the concepts and activities shared by TREND and NCIES appear to be:

(1) An emphasis on local planning.

(2) Possible joint funding of projects by multiple programs. Together with the local planning aspect, this becomes a form of bloc revenue sharing.

(3) Community input, including Model Cities input where such a program exists, through the Renewal Site Council (broadened in NCIES from TREND's CPTF to include representatives of local Higher Education).

(4) A comprehensive child development strategy focused on the needs of disadvantaged students.

(5) A similar series of tasks composing the process of the program, i.e., a needs assessment, determination of priorities, goals and objectives, and drafting of a consolidated grant application for new or continuing projects.

NCIES, like TREND, is designed to be a management process, a means of concentrating resources for maximum

impact and effectiveness. At the same time (and in order to achieve maximum effectiveness), the two programs are designed to allow for local differences in the substance and methodology used.

Two ways in which NCIES is expected to differ from TREND are: first, the provision of definite sources and amounts of funds for the program and, second, the larger role that the SEAs are expected to play in NCIES. The states are expected to have educational renewal centers, with separate OE funding.

B. Pre-Planning

Some TREND sites had delays in planning the first phase (which is the planning phase for the remainder of the TREND process) because of laws or practices forbidding the use of LEA funds without a prior budget obligation. OE should provide some pre-planning money, to overcome this hurdle.

It would be helpful to have a device by which to identify LEAs with the apparent capability of meeting the objectives of the program or strategy. TREND could not use the Diagnostic Inventory as such a device because it had no pre-planning funds. Even after planning money was obligated, the Diagnostic Inventory proved to be overly time-consuming and did not provide enough information. It is, therefore, not a selection aid.

C. Reasons for Selection of Sites

The reasons for selection of the TREND sites included geographic and ethnic distribution, likelihood of success, commitment to change in the education of the target population, and relations with the Model Cities Program. In order to be able to measure the impact of the NCIES program and strategy, OE and the SEAs should nominate sites with due regard to evaluative requirements. This would allow, as TREND has not, for comparisons across sites so that a valid evaluation of the effects of the strategy may be made, for the benefits of the LEA, SEA, and OE. The TREND sites were different in so many ways and to such an extent that judgments such as "better" and "poorer" generally cannot be rendered.

D. Organizational Structure

Project TREND varied in how highly placed it was within the LEAs. An effective comprehensive planning and operational strategy should have high level commitment, in terms of location in the organization and physical location. These factors (indicating the influence a project has in the LEA) are likely to influence the amount of support the strategy will receive from other personnel in the LEA. TREND sites have, in part, benefited or suffered because of the degree of commitment of top LEA personnel.

The structure of the staff of TREND is another area calling for LEA support and commitment. With broad planning and evaluation responsibilities, TREND sometimes suffered from a shortage of staff with experience in TREND-type tasks. Adequate funds for these purposes must be provided. OE budgeting for staff should allow for variation depending on the clearly stated needs of sites. TREND staff was the smallest in number where the greatest need for manpower support of CPTFs occured.

Only at one TREND site (of the first five) has an evaluation position been included in the budget. Part-time TREND personnel abound. Full-time personnel are needed, so that other programs do not siphon time from TREND (NCIES). Only two of the TREND sites have community liason staff. In those cases, staff relations with the outspoken members of the CPTF have been smooth. It would be helpful if all budgets provided for community liasons and evaluators.

E. Management Tasks

TREND projects tended to have limited meaningful data covering their projects. In a few cases, data were not kept in a well-organized fashion. Reporting to the many sources interested in TREND was not done systematically, but should be in NCIES to allow for planned assistance to the site. Systematic and early provision of information would allow the staff to address some problems before they become serious. OE should provide suggested guidelines on the types of data to gather and how to organize it, as specifically as possible. This is a key form of developmental assistance to LEAs.

F. Funding

1. Planning Phase

All TREND sites suffered delays from the required search for operational funds. This searching also absorbed precious OE staff time. Money for sites should be obligated before the OE and the SEAs select sites.

Also, in some TREND sites, the staff was too small to satisfy all the demands of the rigorous schedule they had originally agreed upon with OE. At some TREND sites, outside contractors provided their services at special, low rates because of a sense of dedication to TREND and its purposes. Some of them have not had sufficient time to do as thorough a job as they felt should have been done. In both cases, more funding is needed to insure that the projects will not suffer. Budgets of $80,000 to $100,000 for the planning phase would seem to be more appropriate than the funding levels provided TREND sites.

2. Operations Phase

Only one site has reached the operations phase of TREND. Again, definite sources and amounts of funding should be located early, to reduce LEA frustration and to allow OE's staff to focus on rendering developmental assistance to the sites.

3. Expectations

OE could not help but arouse high funding expectations in LEAs and among lay persons at TREND sites. Extreme care must be used to avoid raising local hopes that may well not be realized. Some dollar figures have been discussed by OE officials at TREND sites, sometimes as inducements for participation and other times, as information. Financial expectations are often higher than warranted by any statements by any OE officials, which results in increasing local bitterness and cynicism toward the federally funded projects. Such a case has already occured once in TREND. To the extent possible, OE should

avoid discussing dollar figures; they should locate money as early as possible, and these funds should be obligated to sites so that only firm amounts of funding will be discussed.

G. Objectives

Generally, OE TREND objectives were well-defined. Wherever they were not so clearly defined (e.g., the examination of the effectiveness of current projects) or where only a vague plan was requested (e.g., evaluation of the project was often planned simply as a future responsibility), the LEAs tended to omit or downgrade the tasks. Again, because OE placed little emphasis on replication, record-keeping, and the writing of reports, little was done on these matters. This make future replication and/or evaluation of site products and processes very difficult, if not impossible.

Since one objective of TREND and NCIES is local planning and flexibility, OE has only suggested (rather than requiring complance with) guidelines. But OE can suggest clearly what steps need to be accomplished before the desired end products will result. Where they did so with TREND, the LEA did attempt to meet the objectives.

OE neither proposed nor did they ask TREND LEAs to state performance objectives. OE should not set performance objectives for LEAs, but should assist (or hire a contractor to assist) LEAs in setting them. Then projects will be able to measure their own performance as they proceed with operations.

TREND time lines were unrealistic. Factors not taken into account included funding delays, group dynamics, and natural slippage in pilot projects. Allowances should be made for differences among staff experience and CPTF roles at sites, which was rarely done with TREND. But if cumbersome, administrative processes and procedures are set up, serious questions will be raised as to whether the process is feasible.

H. Linkages

1. Within LEA: At some TREND sites, top LEA personnel

and numerous lower level personnel devoted various amounts of time to TREND. These persons played and will continue to play crucial roles in the projects. For purposes of replication at that site and elsewhere, for planning budgets and for demonstration of commitment, the contributions (days) of these persons should be stated (even where not charged to TREND) in the grant application. Records of the time and the nature of activities spent on the project should be kept.

2. With OE, Washington: More OE developmental assistance was requested at TREND sites. Unfortunately, TREND lacked the staff and travel money to spend much time on site. More on-site assistance is urgently needed. OE staff are most familiar with the objectives of the programs (TREND and NCIES) and how to achieve those objectives. Therefore, OE should not establish such programs without first making the internal commitments toward the programs in terms of staff and travel money sufficient to meet program needs.

   Two OE professionals might be assigned to three sites, in order to provide continuous coverage to the sites and to enable the OE team to see alternative approaches to problems.

3. With Regional HEW: Regional HEW staffs provided valuable assistance to TREND sites in some cases. Their main contributions came in pre-planning, where they were able to use their expertise in applying for grants. They might have been able to render more assistance later in the TREND process if they had had more training in TREND from OE. Unfortunately, TREND lacked the staff to do such training. The possible roles of Regional staffs in NCIES should be clarified before projects begin, so that the contribution of Regional Offices can be enlarged and can be planned upon by LEAs.

4. With State Departments of Educations (SEAs): Only in a few cases were SEAs able to render more than

limited developmental assistance to TREND sites. NCIES will provide funds for state renewal centers. But some SEAs said that they would not want to play a strong developmental assistance role in TREND. In some cases, their reluctance results from the small size of their staffs; and in other cases, SEAs had only a limited knowledge of TREND.

Training would be needed to enable the SEAs to enlarge their roles in providing assistance to LEAs. There may be some SEAs who simply lack the experience and skills to aid the LEAs in performance of the management tasks TREND and NCIES require.

5. With Disadvantaged Community: At some TREND sites LEA relations with the disadvantaged community were so poor and tense that projects were almost cancelled. The relations should be discussed openly and honestly in pre-planning stages and real planning input should come from the target population. The latter, the "consumers of education", and the former, the agents providing the education, often (in TREND) failed to work cooperatively. Extensive time should not be spent arguing about roles, but such matters as selection of the members of the school-community group (TREND CPTF, NCIES School Community Council) should be agreed on at the start so that no one subsequently charges that bad faith has been shown. Such charges were made at some TREND sites and the resulting friction almost killed the projects. An adversary situation should be avoided.

The special role of Model Cities Programs caused some problems in TREND. OE should clarify Model Cities' role and power before project plans are established. LEAs should work with lay and professional leadership of Model Cities and other target group agencies throughout the process of the program, which was not always done in TREND.

6. With Other Sites: TREND staffs said that they derived great benefit from the exchange of ideas

and materials with other sites. They felt that more exchanges of visits would have been extremely helpful. Just as OE personnel can learn and perform their jobs better with a knowledge of alternative approaches, so can the staffs and community groups. Site budgets should allow for such visits.

OE should also set up more conferences, perhaps on a regional basis, with community group, SEA, Regional, and national OE representatives joining the site staffs. It might be good to join TREND, NCIES and Urban-Rural sites, to provide a still broader spectrum of experience and approach. OE should see that management information systems are set up to allow for constant interchange of ideas and materials among sites. The once projected OE TREND newsletter would help in this regard.

I. School-Community Group

1. Organizational Structure: The stated size of TREND CPTFs was illusory, in that some sites had a substantial number of ex-officio members functioning almost as regular members. Ex-officio members should be avoided wherever possible and the total size of the group should be limited.

The method of selection of members keenly affects their credibility with the target population. It is, therefore, best to allow at least the latter group to choose their own representatives. Where required by the LEA Board of Education, the Board or its representative could have veto power. But one TREND site has had some delays and hard feelings over the addition of such a cumbersome, extra step.

2. Funding: Payments in the form of stipends (a simplified format) or actual expenses for which the project reimburses members have been provided in only one site. For those members of the school-community group who will not be paid for meeting time, such payments may be the factor that enables them to attend. Attendance

has been unusually high at the TREND site with such payments. Budgets might well provide for such payments.

3. Groups Represented: Some TREND LEAs tended to select "safe" members for the CPTFs. Some LEAs also limited groups represented on the CPTF to "non-militant" groups from the target population. (At some sites, therefore, activist members of the target populations felt that the CPTF was unrepresentative of the community.) Such LEA actions have tended to build ill will and tension and have provided areas for conflict. The LEA should meet with various groups at the start of the process in order to select groups which will supply representatives from the target population. Model Cities should be one of them, wherever it exists.

4. Role of the School-Community Group: The role of CPTFs was not clearly defined at some TREND sites and a somewhat muddled role resulted. While the role might well change as members adjust to the process, which did occur in TREND, alternatives should be suggested in the group's orientation meetings. It might be helpful to have the members analyze their role in written and oral form during the process so that they might act with a greater sense of purpose and so that they might explain to the staff their needs (for staff support) and desires as a working group. Some TREND groups found such discussions helpful. Others seemed frustrated because of the lack of such discussions.

5. Orientation and Training: More formalized orientation was provided in retreats at two TREND sites and seems to have paid off in enabling members to see their roles and the TREND process from the start. Additional training during the process was mostly on-the-job training as a CPTF member. It would seem to be helpful if SEA or OE staff worked with the group as well as with the TREND or NCIES staff at the LEA. The persons performing the tasks -- not just their support staff -- should receive the aid directly.

J. Needs Assessment

Some TREND sites had to "re-invent the wheel" in designing their needs assessment surveys. OE might provide alternative models for LEAs to choose among in conducting their needs assessments. Developmental assistance will still be needed to conduct the surveys and analysis.

TREND sites have tended not to write a report of the results of the data analysis. This makes their recreation of the process in the future difficult and greatly limits the value of their needs assessment for other sites. The LEAs may want to repeat the process in a couple of years in order to update their data and to measure progress made in meeting needs. OE TREND funds rarely allowed for the writing of a report. Such money should be provided.

At some TREND sites, the validity of the findings of the needs assessments were questioned by CPTFs or others. Either sufficient assistance to insure the quality of the study should be provided by OE or the SEA or an outside accountability auditor or evaluator should be funded. This step is the cornerstone of the whole TREND-NCIES process. Yet, at some TREND sites, major questions were raised afterwards which should have been answered when the surveys were designed. Again, more OE funds are needed to allow for this assistance.

K. Consolidated Grant Application

OE provided no models of consolidated grant applications to TREND sites. Two states with TREND projects have working models. Here is an area in which OE and SEAs could provide models for use on a planned basis so that results may be compared.

If LEAs so desire, they still might develop their own models, but LEAs might prefer to save time by using OE suggested models.

L. Evaluation:

Most TREND sites had no real plans for short-term self-evaluation. OE did not emphasize short-term

evaluation and omitted long-term evaluation from TREND tasks in the first year. But groundwork for both short- and long-term evaluations should have been laid before TREND sites began operations.

Nearly all the many persons interviewed about TREND evaluations suggested that they be done by an outside contractor. A few persons preferred that the evaluations be done by LEA staff, with a possible educational accountability audit. But nearly everyone pointed out that their LEA had "never had a failure" (implying that the evaluator would soft pedal mistakes); and, partly for that reason, hardly anyone would have faith in the results. Only two of the five TREND sites had specialized evaluation staffs, and one of those generally assist rather than perform evaluations.

Outside contractors were suggested also because they could be hired to evaluate a number of sites, allowing them to gain a basis of comparison or at least a framework of how different sites meet situations and tasks. For this reason and from a fear of persons with too research-oriented a view of projects, groups were preferred over individual professors by most respondents.

A number of persons suggested that either OE or the SEA should review the evaluation design before the evaluation begins. And generally, the type of evaluation favored, especially by LEAs, was the monitoring and feedback of the evaluation results. This would provide the findings and analysis to the LEA during the process so that adjustments might be made then. A final report would be useful only for the next year, at best.

APPENDIX

(Tables 1-4)

Table 1

SITE	POPULATION 1960 Total N* (1)	POPULATION 1960 Minority** % (1)	POPULATION 1970 Total N* (2)	POPULATION 1970 Minority** % (2)	SCHOOLS Students N (3)	SCHOOLS Minority % (4)	DISADVANTAGED STUDENTS (T I & TREND) Number Schools (5)	Number Students (6)	Percent Minority (7)	Grade Span (8)	Total LEA $t / Federal LEA $t / % Fed. $ (9)	TREND Planning Budget (10)
a) AKRON	290	13.0	275	17.5	56,439	27.3%	TI: 26 TREND: 43	7465 29,622	N.A. 48.4%	K-12	$44,113. $ 6,449. 14.6%	$60.
b) EL PASO	277	N/A	322	Estimated 65.0	58 62,545	55.8 (1970-71)	N/A	N/A	N/A	K-12	$43,010 N/A	$38 and $42
c) NEWARK	405	34.1	382	54.2	62 82,558	72.0	N/A	22,848	72.0	K-12	$88,849 $14,000-17,000 15.7-19.1%	$87
d) PORTLAND	373	4.2	383	5.6	72,694	9.8	26	7,479	28.0	K-12	$71,662 $ 4,886 6.8%	$60
e) SAN JOSE	204	N/A	446	N/A	36,398	67.6	7	7,293	73.2	1-6	N/A	$79

* -- in thousands
** -- Blacks in Akron, Newark, and Portland
t -- rounded to nearest $1,000.

Table 2

SITE	Why Site Selected (1)	Position of TREND Dir. in LEA (2)	Total Positions on TREND Staff (3)	Background of TREND Staff (4)	TREND Planning Budget[t] (5)	Community Planning Task Force (CPTF) Means of Select. (6)	# Members of (7)	Ex-Officio Memb. (8)	Unique Features (9)
(a) AKRON	Solid system. Finances good. No big problems.	Policy (F/T): Asst. Supt. of Curric. & Instr. Tasks: (F/T): Under above and Dir. Comp. Ed.	1 F/T, 2 P/T (Asst. Supt. and grad. stud. in education) & 1 secretary	Policy: Asst. Supt. 11 yrs., ex-teacher. Tasks: Dir. NYC for LEA, ex-teacher	Funded: $59,950 (12 mos.) Per Month: $4,996	Top LEA Admin.	20	12	Some ex-officio members: Chaired by Asst. Supt.
(b) EL PASO	Interested in change. High proportion of Mex-Am. High proportion of disadvantaged	(½ time) Asst. Supt. of Mex-American Affairs under Dep. Supt.	4 prof's (2 - ½ time, 2 F/T) & 1 secretary	Dir, ex-consultant in same area; he & rest of staff ex-teachers (one ex-consultant on curriculum.)	Funded: $37,800* (8 mos.) Per Month $4,725	Orig.-Top LEA admin 2d/-LEA admin for LEA refers; common election	34	TREND Staff	Not include TREND staff; broad community representation demanded by them; no TI PAC til reqd. 1971-1972
(c) NEWARK	Time of change in city. MC desirable. High proportion of disadvantaged.	Will be under Dir. of Fed. Programs, who is under Deputy Supt.	Will be: 3 F/T-Dir. Researcher, Evaluation Specialist, Community liason	Not Selected Yet	Funded: $86,840 (17 mos.) Per Month $5,108	Ad Hoc TF nominated, Mayor & Supt.apprv. most substituted others.	20	TREND Staff	Selection method, a lengthy procedure, many persons with multiple roles, very active Are selctng. staff.
(d) PORTLAND	Innovate LEA committed to change and with capability.	Under Office of Inter-governmental Relations which is under Supt.	1-F/T-Director & Secretary	Ex-principal of TI elementary school and ex-teacher	Funded: $59,678 (16 mos.) Per Month: $3,736	Top LEA administrators, principals groups wth representation.	13, 17, & 16 (3-CPTFs)	6, 6, & 7 (3-CPTFs)	3-CPTFs (to match LEA area structure ex-officio members very active.
(e) SAN JOSE	Focus on chnge in LEA and city, with new leadershp. Good HEW-MC relatns Ethnic distribution	Admin. Asst. to Supt. in Planning under Dir. of Personnel & Planning who is under Dep. Supt.	Dir. ½time (oth ½ planning); Asst.Dir. F/T-directs community liason und. Off.of Urb.Ed., which und. Supt.	Dir. Admin. Asst. to Supt. for Comp. Ed., ex-teacher ---------- Asst. Dir.Teamster on leave.	Funded: $79,002 (9 mos., extended to 12 mos.) Per Month: $6,584	CPTF is Title I Parent Advisor Committee(PAC) PAC elctns detrmn.CPTF	13	19	Title I PAC is CPTF. Some members contribute in non-CPTF role

t-N.B. Considerable in kind contributions were received in Akron and San Jose from other LEA personnel and in Portland from the NW Reg'l. Ed. Lab.

for total of $79,974 for 16 mos., ave. $4,998 per mo.

Table 3

SITE	LEA TREND TASKS							
			Needs Assessment					
	Diagnostic Inventory (1)	Task Force Orientation (2)	Survey (3)	ID of Present Resources (4)	Critique of Present Use of Resources (5)	Setting of Priorities Goals, & Objectives (6)	Consolidated Grant Application Filed (7)	Joint Funding Grant (8)
(a) AKRON	Done with extensive OE T/A by staff before F/T Dir. appointed	1½ days at retreat-structured	Done by outside contractor (individual)	Done by staff	Not done	Done by CPTF and staff	Done by CPTF (identification of new resources) and staff	Funded for 6/24/71 - 6/30/72 $300,782
(b) EL PASO	Mostly finished, done by TREND staff.	At early meetings of reconstituted CPTF.	Done by staff w/ some T/A	Done by CPTF and staff.	N/A*	Done by s staff, received & adjusted by CPTF	N/A*	N/A
(c) NEWARK	Not begun	At several meetings, of CPTF and of small groups	Plans: One day conference run by CPTF w/ extensive outside T/A	N/A*	N/A*	N/A*	N/A*	N/A
(d) PORTLAND	Completed by TREND staff	2½ day retreat-structured	Done by outside contractor (group).	Done by LEA staff.	N/A*	Being done by CPTF with staff support	N/A*	N/A
(e) SAN JOSE	Roughed out by TREND staff, never put in final form.	At early CPTF meetings.	Plans: TREND staff and CPTF und. leadership. of outside contractor (individual)	N/A*	N/A*	N/A*	N/A*	N/A

Table 4 SITE	Needs Assessment			Evaluation		Critical Problems in TREND Project (6)
	Person or Group Performing (1)	Survey Form Basis (2)	Problems or Recommendations (3)	Present Comp. Ed. Evaluation Structure (4)	Project TREND Evaluation (5)	
(a) AKRON	Outside Prof. of Ed. (does a lot of Akron eval.)	Created by contractor	Pioneer among TREND sites. Sample larger and instruments longer than necessary.	One R & D position. Evaluation generally done by same outside prof. (#1)	None except hope to use this report for SEA T III	Getting MC signoff, especially for project operation phase. Reconstituting CPTF with MC and LEA agreement. Role of disadvantaged.
(b) EL PASO	TREND staff	Akron survey instruments staff-creation & TEA T/A - in Eng & Span.	Lmtd. time forced usage of Akron tchrs survey. Parent& student survey w. sme.areas w.ambiguous results.	Dir., R&D w/two profsls. on staff. Evaluation gen'ly by project.	Same as Akron planned.	Money for needed task performance; great delay. Time to perform. CPTF had to be reconstituted to meet community demands.
(c) NEWARK	Plans: CPTF and Acting Dir.	N/A	N/A	Done by projects Dir. of Fed. Programs reviews	Staff plans to do. No design yet.	Delays totaling several months for most task including hiring TREND staff. Teacher strike and extra layers of approval for staff and CPTF selection causes of delays. Vetos of some CPTF and staff nominees by city administration and LEA
(d) PORTLAND	Outside educational laboratory.	Created by contractor	No control grp, Limtd. time before end of sch.yr.caused survey to take some steps distorting results in part.	Independant cntr staff performs and directs. Four professionals & three area professionals.	1. LEA wrote performance objectives. SEA (Title III has requested descriptive report.	Delays in funding and in task completion caused by enlarged CPTF role. Extra burden of 3 CPTFs with only one professional.
(e) SAN JOSE	Plans: CPTF & staff under leadership of outside Prof. of Ed.	Created by LEA-CPTF group under guidance of contractor.	N/A	Done by projects. Admin. Asst. on Comp. Ed. reviews.	SEA (TitleIII) has requested descriptive report.	Funding delays. Crisis over MC role, settled often a few months by waiver of MC "signoff" and by agreement to have Title I PAC as CPTF.